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ABSTRACT

To help school administrators, an introduction and 12 chapters analyze employee morale and motivation and provide both experts' and practitioners' suggestions on how to improve them. The information was gathered from a national questionnaire survey of over 300 educational leaders, school visits, telephone interviews, correspondence, and a literature search. The introduction summarizes the information; notes the importance of shared governance, inservice education, and evaluation for teacher morale; and discusses management theory, administrator responsibility for morale, and merit pay. Chapters 1-3 give administrators', teachers', and researchers' views, respectively, on actions that raise or lower morale. Chapter 4 enumerates four business mistakes for education to avoid and explains Japanese quality circles. Six case studies of district morale building are recounted in chapter 5, while chapter 6 profiles 12 districts where morale was rated excellent. Chapter 7 offers a 12-item instrument for determining a district's organizational health. In chapter 8 an educational researcher advocates the "win-win" approach to conflict management. Chapter 9 presents characteristics and case studies of effective inservice teacher education. Chapters 10 and 11 suggest ways to improve administrator-teacher communication and teacher evaluation plans. The final chapter offers a sampling of 19 superintendents' observations on morale. (RW)

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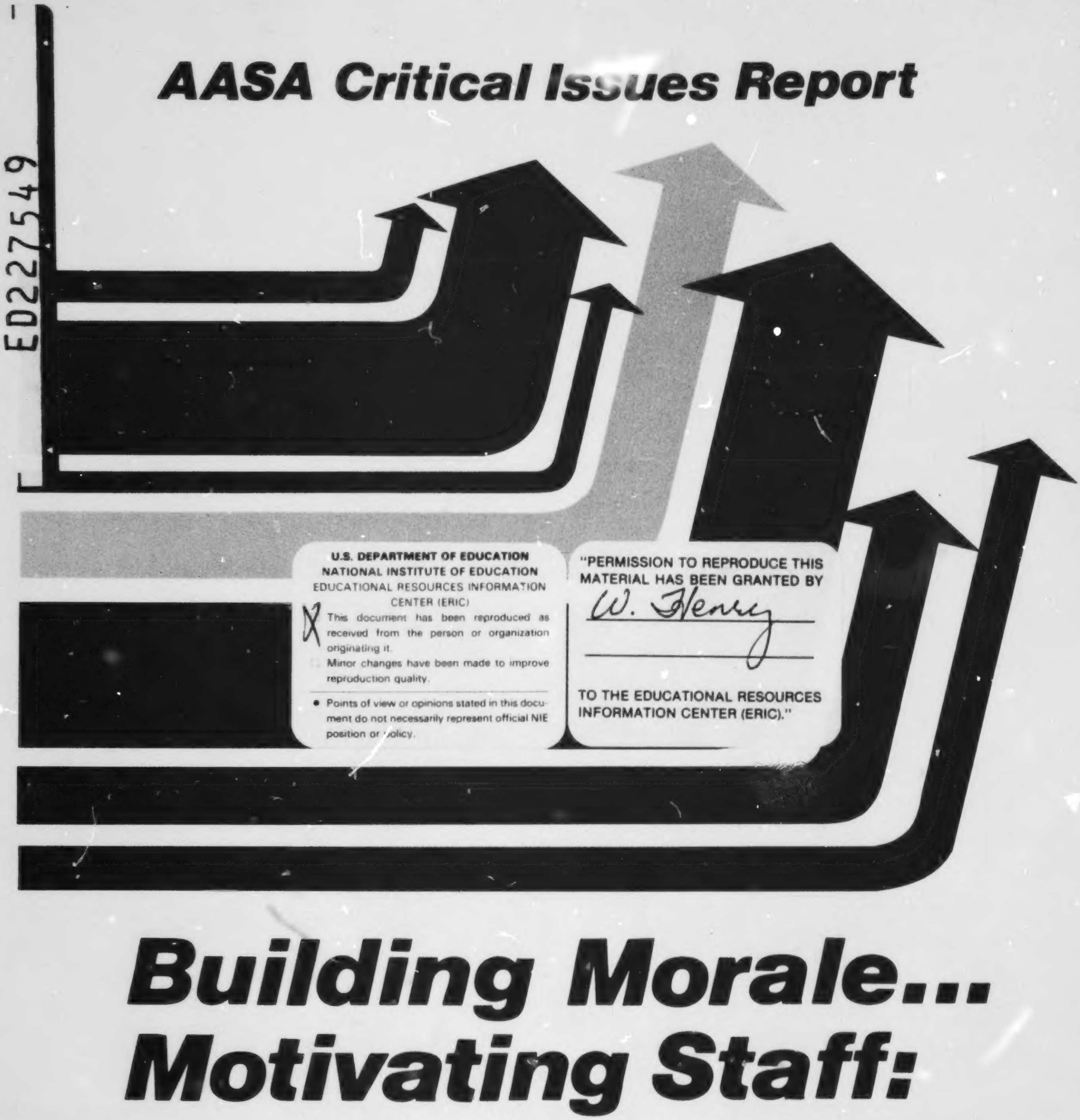

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Building Morale... Motivating Staff:

Problems and Solutions

EA 015 469

American Association of School Administrators

AASA Critical Issues Report

Building Morale... Motivating Staff:

Problems and Solutions

American Association of School Administrators

By Ben Brodinsky
Produced by
Education News Service
Sacramento, Calif.
for the
American Association of School Administrators

The AASA Critical Issues Series

Many of the critical issues facing schools today are controversial. Seldom is there one best answer in dealing with these issues. What is best in one community may not be the best in another. That is why the American Association of School Administrators (AASA) decided to produce a series of Critical Issues Reports. These in-depth reports provide a wealth of information and ideas to help school administrators and school boards deal effectively with the challenge of assuring high quality education for students.

Building Morale . . . Motivating Staff: Problems and Solutions is the 12th in the AASA Critical Issues Series. Like the others, it provides an analysis of this perennial problem and presents "how to" suggestions from experts and from school systems that have effectively dealt with the issue. Many of the ideas included in this book were shared with AASA through a nationwide survey of educational leaders. It is our hope that the information included in this publication will help schools learn from the successes and failures of others. We have purposely prepared this publication in non-jargon English.

Our thanks to those who helped make this publication a reality — authorities in the field of morale building and motivation, school administrators, teachers, researchers, and state education officials.

The manuscript was written by Ben Brodinsky, an education writer based in Old Saybrook, Conn.

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Introduction

The morale of public school teachers, which school administrators flatly say is "good," is only partially related to salary and welfare benefits. Three other factors have greater effect on teacher morale: whether teachers are given a role in managing their professional functions; the extent to which they are helped to perform better; and the degree to which they are provided with information about what is expected of them and whether they meet these expectations.

Participatory management, inservice education, and evaluation, in other words, are the Big Three which underpin teacher morale, as superintendents see it. Remove, weaken, or neglect these underpinnings and morale is damaged. Strengthen them, and not only does morale improve but, concomitantly, teacher effectiveness and productivity also rise, superintendents say.

Teachers add *their* reasons for the levels of morale existing in school districts. With "inadequate salary" leading their list of factors that affect morale, teachers stress also unresponsive and uncooperative principals, the lowly tasks attached to teaching (monitoring toilets, as one brutal example), and the lack of public regard for education and teachers in the United States.

These are among the findings of a study commissioned by the American Association of School Administrators and reported here.

The study began in May 1982, when AASA asked a structured sampling of its members for "help and advice in examining an issue of great importance: improvement in the morale, motivation, and effectiveness of staff."

Over the course of several weeks, some 300 returns of the questionnaire sent out were validated for analysis. In the meantime, the compilers of the report visited a score or more of school districts, interviewing superintendents; carried on wide-ranging written and telephone correspondence with about 100 additional school administrators; and kept an alert eye on the growing literature on morale and motivation problems in education as well as in industry.

The main purpose of the study was to learn what actions school districts are taking to enhance teacher morale, and what contributions thinkers and practitioners in education and in industry are making to promote that cause.

Several related issues and facts emerged from the AASA study:

- Teacher morale is nowhere near the stage of disaster that some teacher leaders or the general press indicate. Of the 300 respondents, 77 percent said teacher morale was "good"; 15 percent said it was "excellent"; and 8 percent said it was "poor."
- The much touted issue of student discipline and alleged widespread misbehavior of students have but little impact on teacher morale. It is in the bottom half of a list of the causes of teacher dissatisfaction.
- Local district and even school building conditions determine whether teacher morale is "poor," "good," or "excellent."
- The only national, pervasive problem affecting teachers is the low public regard for education and for teachers. This one hurts — badly — most teachers, regardless of where they are.
- Increased pay for teachers, according to traditional wisdom, would enhance teacher morale. But the one action almost certain to do that — involving teachers in shared governance — would require no or few additional dollars.
- Inservice education, although highly regarded by superintendents as a means for sup-

porting teacher morale, is rarely given enough funds for operation, and is even more rarely provided for in formal school budgets. When it is, the allocation is near zero.

- Equally rare are formal school board policies dealing with inservice education or the broader questions of teacher morale.
- School administrators still see morale and teacher effectiveness as an issue apart from the total flow of operations. Low morale is something which may happen as a result of an isolated incident — defeat of a school bond, or stubborn union leadership. Administrators do not yet see morale as a part of the total health of the organization. Because of limited views, they often resort to limited measures for morale enhancement.

Why Poor Morale?

Reasons for high teacher morale are indicated in the chapter on "Sketches of Excellence." But what do superintendents say about the other end of the spectrum?

Analysis of questionnaires from superintendents who said teacher morale in their districts was poor, showed these reasons, ranked in order of frequency:

1. Reduction in force.
2. Unproductive or adversarial contacts with principals.
3. Continuing decline in public respect toward teachers.
4. Low pay.
5. Inadequate facilities and resources.
6. Inadequate administrative supervision (due to lack of time or staff).

Peculiarly local conditions often hit teacher morale, the superintendents reported. Damaging were such events as defeat of a bond issue . . . elimination of arts or vocational education programs . . . school boards racked by political tension . . . strife between union and non-union teachers . . . strife between teachers living in the district and those commuting to their schools . . . .

The superintendents who thought their teacher morale was poor almost unanimously blamed the condition on "teacher unions," "negotiations," "union leadership." Among superintendents who reported morale to be "good" or "excellent," about one-fifth said "unionism" was a major obstacle to effectiveness and often to morale.

Sharing the Wisdom

To get to the heart of the study — what do school administrators do, and what do they advise others to do — for morale, motivation, and effectiveness?

Being busy and probably impatient with complex schemes, an assortment of superintendents responded in imperatives. Here are some of their responses:

Eat with teachers . . . . Be strong, be patient . . . . Carry a big stick but speak softly . . . . Visit classrooms . . . . Listen . . . . Get teachers to "buy into" at least one project a year . . . . Get to know your teachers — really. . . . Communicate! . . . . Invite them to your office for coffee . . . . Get their opinions . . . . Praise! . . . . Leave them alone and let them teach . . . .

But as the chapter on "Insights from Practitioners" shows, another assortment of respondents gave more than monosyllabic answers and advice. And the majority of those responding emphasized and described the Big Three. How shared governance, inservice education, and evalation can function for higher morale is shown in this report.

Shared Governance

Participatory management, or shared governance, is heavily endorsed by theorists and observers (for example, college professors in writing articles), and it was also listed with great frequency in the AASA survey returns as one of the three potent measures for morale enhancement.

It is one measure on which teachers and administrators agree. Not all teachers endorse inservice education and evaluation as potent morale builders, but they welcome taking part in educational management.

The concepts of participatory management exist, of course, in the Japanese style of administration. And under different names, the concepts have been embodied into practice in scores of school districts.

One of these is Salt Lake City, Utah. Supt. M. Donald Thomas is not only an outstanding supporter of shared governance but also one of its most eloquent promoters.

Thomas says his board of education began it all by passing a policy on shared governance, which states that "the superintendent shall administer the schools in cooperation with the employees and the patrons of the district." As a consequence, good things began to happen in Salt Lake City, Thomas reports. The district developed, within 7 or 8 years, an accountability plan, a teacher evaluation/remediation process, a salary progression program, a curriculum program that emphasizes basic skills and competency-based graduation requirements.

On a number of occasions Thomas has extolled shared governance in words like these: "The shared governance concept promotes harmony and trust among teachers, administrators, and patrons of the district. There is no longer a gulf between the teachers association and the administrators association. Shared governance has helped to replace communication barriers with openness, honesty, and trust."

Inspired by the example of Salt Lake City, other districts have taken up shared governance. Tulsa is one of these. Its story and the impact of shared governance upon its teachers is told in the chapter on "Case Studies."

Inservice Education

Any school district seeking to improve teacher morale and effectiveness must inevitably give much attention to inservice education. No amount of criticism, whether by teachers, the school board, the public, the theorist, or the money-conscious administrator, can diminish its importance.

Inservice education requires school board commitment and policy; it needs money, the participation of teachers in its development, resources, and programs — from teacher centers to periodicals. Neighboring colleges and universities still have an important role to play in any formal or informal inservice programs.

But when the concept and the practice tend to overwhelm you, turn to a small brochure by Peter Greer, superintendent of schools in Portland, Maine. In *Education's Step Child — Inservice Education*, a 24-page "Occasional Paper" for the Council for Basic Education, Greer offers some simple suggestions on how to make inservice education effective.

In his visits around the country, Greer was struck by the lack of communication among teachers. Any one teacher may know what he or she is about, but none seems to know what the others are doing.

"In their lounges," Greer says, "teachers vent frustrations, talk about sports, and relax during the free periods. After school, they have little contact. . . . This lack of conversation may be one reason some teachers mentally and physically leave the classroom forever."

When a school does not know where it is or where it should be going, Greer says teachers have little basis for professional conversation, and this condition makes the need for communication among teachers even more important.

What can be done to generate good professional conversation among teachers? To prompt them to share ideas about the subject they teach?

Make an effort to get teachers to read some of the articles "that are now so widely unread," Greer suggests. Administrators and librarians should search out the needs and interests of teachers and scan periodicals and book lists for materials that will serve their interests and help them meet their needs. Other Greer suggestions: Put money in every teaching department's account for the chairman's membership in the national association concerned with the department's discipline. Then set up breakfast meetings (if possible) or schedule time at faculty meetings for teachers to hear reports on readings or ideas culled from other sources.

Conversation, reading, sharing of ideas: These are not an insignificant basis for building more extensive inservice education and the consequent enhancement of morale, as told in the chapter on "Inservice Education."

Evaluation

"How am I doin'?" cries New York City Mayor Ed Koch to almost any group or crowd he has an opportunity to meet. The White House takes frequent public opinion polls asking people to rate the president on the job he is doing on domestic and foreign issues. "Am I doing O.K.?" asks the worried new employee at his shop.

President, mayor, teacher, or laborer — the need to know "How am I doing?" is universal. Without an answer to that question most people flounder or become apathetic; with an answer, many individuals get the impulse to improve.

Evaluation of teachers — providing them with an answer to "How am I doing?" — probably began with the origins of formal instruction. Students, of all people, were among the first active evaluators, as they gave their votes of approval or disapproval to their teachers in medieval universities: either flocking to hear their lecturers or staying away.

Colonial Americans were concerned with the ability of their teachers to keep classroom order and to pass on the rudiments of knowledge to youngsters. An annual visit to the one-room school by a committee of worthies seemed sufficient to them. The report of the school visiting committee had to be submitted to the New England town meetings, and each citizen with children in school had a chance to have a say about the next contract for the teacher.

Later, the scope and method of teacher evaluation was broadened. Veterans in education may recall the "rating scales," "guided-comment reports," the "Franzen Accomplishment Ratio Formula," and other tools which were often dubbed by teachers as instruments of torture or terror, because the results were used to chastise, threaten, or fire teachers. While these early devices may have had some administrative uses, they did little either to improve instruction or raise teacher effectiveness and morale.

The search for ever better, ever more effective evaluation systems has been one of the preoccupations of educators for generations. Many ideas, concepts, and instruments have been tried and discarded. But there were always the snap judgments, the instant evaluations, the biased observers — and the principal or superintendent who claimed he could tell whether a teacher was "good" by the way she talked, walked, frowned.

When the era of euphoria in education ended in the 1960s and the era of accountability began in the 1970s, the cry for evaluation of teachers was taken up in earnest by the people. They wanted hard answers to their question, "How is the teacher doing with my children?"

One result was a spate of state laws on teacher evaluation, growing to a total of 39 by 1981. The more notable of these have been the statutes enacted in California, Connecticut, Georgia, and New Jersey.

Paralleling the spread of state requirements for evaluation has been growth in research, experimentation, and the development of concepts and theory.

Entrepreneurs have also been active and have placed on the market many instruments and formulas for use in evaluating teachers and classroom performance. Among the more common ones are Flanders Interactional Analysis, Galloway Nonverbal Communication, Parson's Types of Question Analysis, Bales Interaction Process Analysis, and Briggs Observation Guide.

More popular than any of these are the homemade instruments, always part of locally developed evaluation processes. Their number is legion — and nearly all are different. Underlying the diversity, however, are basic principles governing good evaluation. See the chapter on "Evaluation."

Theory and the Superintendent

Open any book, start reading any article on morale and motivation, and theory and conceptualizations will immediately confront you. As one superintendent said: "When it comes to morale and motivation, they practically swim on theory. . . ."

In contrast, there were but rare references to theory in the questionnaires for this report returned by superintendents — less than half a dozen in the sampling of 300. As another superintendent remarked when asked in an interview why theory is rarely referred to: "In school administration, empiricism is rampant. . . ."

But theory is not entirely overlooked by administrators; in the questionnaires, in interviews, and in correspondence they flash through the names of Maslow, Herzberg, McGregor, and Ouchi. This quartet of theorists are worth knowing more about.

Abraham Maslow developed a hierarchy of needs, ranging from the physical to the psychological: the need for food, sex, security, social recognition; the need for fulfillment. Satisfied needs do not motivate; unsatisfied needs drive people toward achievement. (Read his *Motivation and Personality*, 2nd edition; 1970. Harper and Row.)

Frederick Herzberg made the valuable contribution of distinguishing between factors that surround a job (salary, working conditions, status in an organization) and factors that are intrinsic to the job. Intrinsic factors have considerable power to both satisfy a person on the job, as well as to urge him toward greater effort. (Read his *Work and the Nature of Man;* 1966. Crowell.)

Douglas McGregor identified two sets of assumptions about the way people work and how management should get them to produce. In his Theory X, he postulated that employees are basically recalcitrant, stubborn, lazy. They need to be driven and monitored. Since, under this theory, people lack initiative, their work has to be simplified, broken down into minute functions — and closely supervised.

McGregor wasn't happy with Theory X, so he came up with Theory Y. Under this theory, administrators assume that people naturally like to work, like challenges, like to achieve goals. People are proud of their talents and want to see them utilized. Management, therefore, should create working conditions in which people have opportunity to express their ideas and put their talents to work. (Read his *Human Side of Enterprise;* 1960. McGraw-Hill.)

William Ouchi is a spokesman for Theory Z, a description of how the Japanese work and why they have outstripped us, to some extent in some industries, in the production and quality of their products. (Read his *Theory Z;* 1982. Addison-Wesley.)

Ouchi, along with Richard Pascale and others, recognizes that Japanese culture, religion, and a strong work ethic have something to do with Japanese morale, motivation, and effectiveness. But they give more credit to the Japanese managerial style, which is, as one observer put it, a style in which "managers have the ability to get down in the trenches, resolve problems, massage egos, and get people to work together."

The observer quoted above, Bert L. Metzger, head of a profit-sharing research foundation in Evanston, Ill., adds this point: "It seems to me that Theory Z builds on Theory Y with additional characteristics incorporated therein: leadership, commitment to excellence, a sense of belonging, shared values and ideals, trust, loyalty to each other, respect, consistency of direction, cooperation, communication, long-range rather than short-range planning, patience, people viewed as resources, involvement through quality control circles, consensus decision making, and financial reward systems linked with participative management techniques."

It is this prescription for morale, motivation, and effectiveness that some superintendents are willing to study and consider (as is shown in the chapter on "Case Studies").

'It's Ours'

> *"Only recently have (educational administrators) begun to acknowledge openly that much of the responsibility for their (school systems' poor morale and teacher effectiveness) lies at their own door. . . . (The trouble has been that) they have defined their efforts too narrowly, administered them in too disjointed a fashion, controlled them with too short a time horizon in mind, organized them with too little attention to how well they fit with overall (educational) strategy, and implemented them without the wholehearted involvement of top management."*

The words above were not written about education. They were written by the editors of *Harvard Business Review* in introducing a study by Arnold S. Judson, of Boston, on management's role in productivity. With a few words changed (introduced in the parentheses above), the statement makes a telling point about educational management and its "awkward truth" (as Judson says) about school productivity and teacher effectiveness.

Educational administration has reached the point where some superintendents now openly acknowledge that responsibility for teacher morale and effectiveness lies at their own office doors. It is no longer fashionable to lay all the blame for poor teacher morale on the teachers alone; nor on union intransigence, lack of public support, or government mandates, or whatever is a current pet peeve. The awkward truth, in industry as in education, is that management ineffectiveness is — or was — *one* of the great causes of decline in teacher morale and effectiveness.

Superintendents themselves acknowledged this in their responses to the AASA questionnaire and in letters to the author of this report, when they said that "leadership is the key to teacher morale." And by "leadership" the superintendents mean everything they do, or do not do — whether right or wrong — with regard to the work of teachers.

The Judson study on industrial productivity suggests a parallelism to developments in industry and in education (which can also be seen in the chapter on "Lessons from Industry"). What industrial managers are learning may be useful to educational managers. What industry is learning is that:

- Efforts to enhance morale and effectiveness cannot be disjointed, addressing symptoms rather than causes. The efforts cannot be geared to quick fixes and directed at "wherever we're hurting at the moment."
- To be successful, the efforts for maintaining morale and effectiveness must extend to all phases of the entire organization. They must involve top management — with more than lukewarm participation. They must not rely on a single "cure." They must be carried on a long-term basis.

From Limited Remedies

The attraction of limited remedies for morale is strong for many administrators. Such remedies work for some districts for reasonable lengths of time. One appealing measure for some is the merit or incentive pay plan — especially if it can be tied to a theoretical foundation.

This is what occurred in the Cataline Foothills School District, Tucson. Supt. Larry E. Frase reports that his merit pay plan, which he calls "Program for Excellence," has worked for the past two years as an effective teacher motivator. It is based squarely on Frederick Herzberg's motivation theory, with which Frase and his colleagues have become thoroughly familiar.

"Lock-step" salary schedules may dominate public education and teacher unions may be vehemently opposed to merit pay plans, but Frase believes that he has found an approach which can still reward outstanding teachers. The key here is the assumption that his principals can evaluate good teaching. There is no need to go into "universally acceptable criteria of excellence." Let the principal enter the classroom and observe and evaluate teacher performance. A teacher's quality of work with students in instructional settings is the major criterion by which principals decide which teachers are to be rewarded. Rewards have ranged from paying a teacher's expenses at professional conferences outside the state to computers, instructional materials — and cash. The value of rewards have varied from $80 to $1,000; the cost per year has amounted to 0.6 percent of the total teacher personnel costs in the district. Considering the benefits, says Frase, the cost is slight.

Although only a small percentage of teachers have been selected for the program since its start in 1981, "other teachers were influenced by a kind of ripple effect," administrators in Cataline Foothills report.

Incentive pay of a different kind is offered to teachers in the Houston Independent School District. This large school district uses incentive pay to attract and hold teachers in short supply (mathematics, science, special education, bilingual education). In addition, district officials use incentive money to reduce absenteeism, to keep teachers in the profession and in the school district, and to reward their efforts to improve classroom instruction.

Labeled the "Second Mile Plan," Houston's approach involved two-thirds of its teachers during the first year of operation (1979-1980) and netted them a total of $11 million. The average stipend was $936, but the range was $300 to $3,500. Officials are pleased with the results of the plan. "We see it as a method for rewarding those teachers who meet the special needs of our district."

Instituting merit pay is more a question of philosophy than of either administrative advantage or educational benefit at this time. If you believe in individualism, competition, and reward systems — go ahead, start planning for merit pay. Keep in mind, however, that experience and practice are sparse, teacher unions oppose it (in a recent event, teachers in Ft. Collins, Colo., defeated their school board's "attempts to impose merit pay, because we convinced the board it would hurt teacher morale"), and there is little proof in the literature that it's worth the effort.

The Larger View

In one sense, even such broadly gauged measures as shared governance, evaluation, and inservice education are "limited." They do not have breadth and scope of educational structure, climate, and philosophy which underpin not only morale and productivity but the total output of the school system.

For the broader view, turn to the effective schools concept, which is sketched in more than one of the "Case Studies" in this report. Pay attention also to the new type of research which bids school districts to create a healthy organization — one in which the intellectual, physical, and emotional forces are harmonized and administered for the education of children as well as for the benefit of those who work for that goal. See the chapter on "Your District: How Healthy?" In the healthy organization, high teacher morale will be an ever-present fact.

Chapter I

MORALE
BUILDERS

Administrators' Views

What role does the superintendent play in building and maintaining staff morale? On the other hand, what administrative actions kill morale? Three administrators answered those questions for this report.

View #1: Bloomington, Ind.

Ronald E. Walton, superintendent of the Monroe County Community School Corporation, Bloomington, Ind., draws on experiences in his own district to cite both morale builders and morale killers:

Recognition of a job well done. Rigorous self-discipline is required to keep working with children and young people when there is limited evidence that these services are appreciated. All too many school administrators ignore commenting on the favorable results teachers produce, and only comment on the unfavorable ones. This does little to build morale. Praise is not the absence of criticism. Unexpressed gratitude is no gratitude at all. All human beings need recognition, gratitude, and praise. It is surprising how much morale can be generated through the use of thank you notes, happy grams, and other goodwill gestures.

A network of support. Morale can be enhanced or quickly destroyed depending on how administrators handle teacher concerns in areas such as discipline, distribution of materials and supplies, equitable assignments for extra-class duty, and attention to maintenance problems in the classroom. Teachers sense very quickly whether the school principal or the school system administration is concerned about facilitating their work and whether a network of support has been developed to assist them. It's the little things that count.

Developing a sense of pride. When pride runs high so does morale. If the faculty members are proud of their school and its program, morale will be high.

The Monroe County Community School Corporation has used two major projects to tie pride and morale together. One, "Operation Pride," provided small grants to teachers to initiate projects to beautify the school site or the building. Murals in hallways, stained glass windows, and additional landscaping are representative of the type of projects approved by a teacher-administrator-board review panel. It is our belief that a sense of ownership is important to building pride in the place where we spend the better part of our working day.

The second project has just been launched — the "Apple Plan." Using as a model the program developed in the Macomb (Mich.) Intermediate School District, the Monroe County Community School Corporation has initiated its own version. The "#1 Apple" has been used in a variety of ways — on welcome-back banners, on bumper stickers, on lapel pins, on school stationery, on thank you notes — to rekindle pride in public schools.

The logo will appear on almost every form of communication the school system will use throughout the year. To symbolically express the pride the school system has in its teaching staff, the superintendent and the school board passed out shiny red apples to each teacher at the conclusion of the first general meeting of the new school year.

The cancer of protracted bargaining. Failure to arrive at a new contract before the expiration date of the old one is undoubtedly one of the worst of all morale busters. This is especially true if the contract expires just before the opening of a new school year. This was a serious problem for our school system until we adopted an impasse procedure. This procedure, which is not mandatory under Indiana law, guarantees the ratification of a new contract before school opens in the fall. Interestingly enough, since the initial adoption of the process in 1980, the teachers and the school board have been able to reach settlement without using the impasse procedure.

Cheap shots by administrators or board members. If you really want to destroy teacher morale quickly, attribute all of your district's financial troubles to the last salary settlement. Or, if your district's achievement test scores are falling, suggest publicly that teacher incompetence is probably to blame. These are just two examples of cheap shots that are sometimes leveled at teachers by board members, superintendents, or other administrative personnel. Unfortunately, these are the comments from the board meeting that get media attention.

A feeling of unimportance within the organization. Teachers want a piece of the action. Without meaningful involvement in the decision-making process, teachers will lack commitment to work toward the achievement of the system's goals and objectives. This does not mean turning management's problems over to teachers. Rather, it suggests that skillful administrators will recognize the necessity of having teachers feel that their opinions are important and that someone cares how they feel about critical issues.

Last year, our school board was confronted with a series of difficult decisions growing out of declining enrollments and fewer dollars. While some of the issues were strictly bricks and mortar in character, and therefore were not very inviting to teachers to buy into, others were questions of educational significance, such as organizing for instruction in the future. An intensive workshop involved representatives from the teachers association, the district's Instructional Forum (an elective body which is similar to a faculty council), and the administrative team council. As the result of that workshop, the professional staff of the school corporation took a united stand on these issues and forwarded their positions to the school board for use in the decision-making process. The school board heeded the staff's advice in making its final decisions.

View #2: Denton, Tex.

Educated teachers, adequately paid.

Those four words sum up part of the package of requisites for teacher morale as seen by Supt. Robert T. McGee, Denton (Tex.) Public Schools. This veteran educator of 31 years gets down to fundamentals when he states that well educated teachers, with broad background and intellectual competence, provide the *sine qua non* for positive morale and self-assurance of teachers. Reasonable pay and benefits must be accorded such teachers to maintain their spirit and effectiveness.

What about the rest of the package of requisites for building morale? And what are the factors that kill morale? The list provided by McGee follows:

1. Supportive and expecting leadership. The leadership of a school district must be committed to the idea that the real business of schools is learning. District educational goals and specific school objectives must be interpreted to teachers (and others) in ways that are clear and consistent. The district's educational expectations must also be clear to teachers, students, and parents. Communication and reiteration are required here. And there must be practical emphasis on measuring progress and growth.

This does not mean a narrow curriculum or pressured learning; it does mean concentrating on priorities, including basic education.

2. Positive supervision, feedback, and recognition. Principals must help teachers by monitoring their activities and helping them to improve. Criticism may be necessary, but bare criticism in itself is not an adequate morale builder. Teachers should be able to share their needs and obtain help; they should have praise and recognition for that which they do well (a personal note or taking time to say "thank you").

Teacher participation in school decisions is

Dear Superintendent: Are You a Motivator or a Lemon?

John R. Hoyle, Texas A&M University, is much in demand as a speaker on motivation. His audience is often composed of superintendents, who, in turn, are supposed to motivate teachers. Here is how Hoyle does it with success:

Lemons and motivators — you can't be both. But somewhere inside of you there is a great superintendent if only you'd be a motivator, not a lemon. Remember:

- A motivator says, "Let's find out"; a lemon says, "Nobody knows."
- A motivator makes commitments; a lemon makes promises.
- A motivator says, "I'm good, but not as good as I ought to be"; a lemon says, "I'm not as bad as a lot of other people."
- A motivator listens; a lemon just waits until it's his turn to talk.
- A motivator respects those who are superior to him and tries to learn from them; a lemon resents the superiority of others and tries to find chinks in their armor.
- A motivator does more than his job; a lemon says, "I only work here."
- A motivator says, "I fell"; a lemon says, "Somebody pushed me."

Remember, too, the three characteristics of a motivator:

1. Motivators are self-confident and believe that others are also confident. People who trust their colleagues and subordinates tend to be open and frank, to be cooperative in goal-setting and non-dominating in personal styles.

Self-confident motivators assume that others are also confident and that they will be responsible, will have integrity, and will work to carry out tasks that are commensurate with levels of experience. Motivators do not blame themselves. What another person does is ultimately his or her responsibility — not yours.

Here's a story: You may have noticed that Canadian geese always fly in a V formation. These geese regularly change leadership because the lead goose, in fighting the head wind, helps create a vacuum for the geese on his right as well as the geese on his left. Remarkably, scientists have discovered that the flock can fly 72 percent farther than an individual goose can fly. Canadian geese instinctively know the value of believing in others.

School staffs too can fly higher, further, and faster by believing and trusting each other. It must start with the superintendent.

2. Motivators know how to laugh and have self-love. An old Chinese proverb says: "A happy face means a glad heart." Great administrators have both. If you want to improve your leadership performance, smile and laugh more!

The ability to laugh is one of the greatest God-given gifts you and I possess. "He who laughs, lasts!" There is motivation in a smile. Laughter is motivation. There is something about a friendly smile, a sincere belly laugh, that gives strength.

3. Motivators express self-love and respect. Each person here is unique and special. You have something to give that only you can give. You are wondrous; you are magical like snowflakes.

Psychologists, theologians, educators, and mystics have been unable to find the limits to humaneness. It's boundless. Humaneness includes being good to yourself. Treat yourself like a long-time, beloved friend. If that friend came to stay with you, would you peck away at his weaknesses and imperfections? Of course not. You would do everything you could to make your guest feel comfortable. Why not treat yourself like that? Do it. Shine with love — a shine that will warm the hearts of others. If you show no joy, you reek despair; if you do not express freedom, your staff and students will be in cages.

It starts with *you*. . . .

important, but this should not be wasteful or presume that every standard is debatable. Sensitive leaders know the difference.

The *consistency* of positive leadership is probably more important than "style." In sum, teachers should not be surprised or doubtful of their role and the support they can expect in the school.

3. **Positive discipline, courtesy, and good behavior.** These must be expected, required, and reinforced by the principal. The standards must be firm, fair, and friendly, but they *must* exist. Teachers must be in a work setting within parameters that are not left to chance. Students and parents should understand these parameters early and clearly. When this happens, the school, the teacher, and parents can work together — and morale is enhanced.

4. **Communication, internal and external.** Good morale thrives when information flows freely between and among administrators, teachers, other school personnel, and parents. A planned, systematic, two-way program for effective communication is essential. And it's best if that program is directed by a professional communicator. Here are a few thoughts: Doing a good job is essential to a sound public relations program; staff members must be involved and informed if they are to communicate effectively about school programs; news media are more comfortable with schools that are up-front about successes and problems; and improvement efforts which include an inspiring theme can serve as a rallying point to inspire both staff and community.

5. **Adequate supplies, materials, and physical setting.** The extent or even age of these elements is not as critical as their sufficiency. Orderliness, cleanliness, and reasonable comfort affect both teacher and student morale; a lack of these says "No one cares!"

To the degree that the above "builders" are absent, morale will be endangered. Let me note some common factors that hurt morale:

1. **Unclear goals and objectives — from board policy to the individual principal and school.** Alas, some of these may be all *too* clear in that what is stated is simply not supported by budget or by requirement. Learning standards may *not* be in effect, the athletic program *may* be more important than the classroom, activities of all sorts *may* take precedence over learning, and supervision *may* be superficial. Perhaps worst of all, good discipline may *not* be supported and required by the board of education.

2. **Inconsistent leadership.** This brings surprises and doubts so that the teacher is never sure of what is expected. This can range from central office testing for its own sake to a failure to provide a teacher with assistance in disciplinary matters or in a tough parent/teacher conference where standards are the issue.

3. **Burdening teachers with unrelated chores, plus interruptions.** The time loss here is surpassed by the clear message of priorities. No rhetoric will alter this message!

4. **Failure to correct priority physical needs or provide essential materials (on time).** This might range from paper and chalk to a leaky roof. Where these failures become a pattern, morale is bound to be affected.

5. **Arbitrary rules which pose needless restrictions or a waste of time.** Here is where principals must listen to teachers and avoid those rules and procedures that are justified mostly by convenience to the administration. A comparable variation of this killer is the "buck passer" who talks about the administration as "they" and takes no initiatives to interpret rules or get them changed where they interfere with teaching. This makes the principal look weak.

6. **Making exceptions or playing favorites (with staff, students, or parents).** Teachers resent having to cover for inadequate peers or other inequities relating to their building or department. Any hint of favoritism toward students or parents hinders morale.

7. **Failure to recognize either special needs or concerns on one hand or good ideas, enthusiasm, and success on the other hand.** Such failure causes teachers to feel isolated and to conclude that their work is at best a "job" to be endured, rather than a contribution to education. Poor communications are reflected here, and the best P.R. will not compensate for this "killer."

View #3: Waco, Tex.

The greatest killer of teacher morale is lack of leadership, says Jack T. James, superintendent of the La Vega Independent School District, Waco, Tex.

James explains:

Teachers must have faith in their campus administrators before a school can be effective. Both the teachers and campus administrators must have faith in the central administration before a school system can be effective. This faith is gained by having well defined policies, and by enforcing these policies equitably in all instances. Campus administrators must let teachers know what is expected of them and see that it is done. If these things are not present in a school system, teacher morale will be killed.

I believe teacher morale is built by good leadership emanating from the central administrative office downward. This leadership must be used to build pride among teachers in their school system. Without pride in their particular school and their school system, teachers will not approach maximum effectiveness. This pride is built by faith in the administration: teachers must be free to concentrate on teaching rather than fearing for their job security or personal safety. Again, this is accomplished through defined board policies and operating guides. These policies and guides must be thoroughly understood and applied equitably in all instances.

Teachers must be given credit for outstanding work. News releases to the local newspapers should communicate teacher achievement. Further, teachers must be given adequate teaching materials and allowed time for professional growth. The administration and board of trustees must show teachers they are appreciated by giving them monetary rewards and fringe benefits.

In our efforts to build teacher morale in the La Vega School District, we do all of these things. But to repeat: the most important factor in building or killing teacher morale is administrative leadership — particularly at the campus or building level.

A Modest Proposal To Build Teacher Satisfaction

Research conducted by a superintendent suggests that teacher morale would be greatly enhanced if school districts created more quasi-administrative positions, such as team leaders, department heads, and coordinators of educational functions. Here is the report from the investigator, Supt. James A. Medved, Mathews Local School District, Vienna, Ohio.

Recently I conducted a study to determine what factors most often contribute to teachers' satisfaction or dissatisfaction. Seventy teachers from a small, Midwestern, suburban school system took part in the study. Before going into detailed findings, it is important to note this general conclusion: Education as a profession can provide much satisfaction to those individuals employed within it because of the intrinsic nature of the work itself and the sense of accomplishment that one can derive from it. However, the teachers responding to the study did not seem to feel that their work was being recognized and/or appreciated enough by those with whom and for whom they performed their work.

Let's look at two significant findings:

1. Teachers in the 31 to 40 age bracket and those with 11 to 20 years of experience and possessing a master's degree ranked "little chance for advancement" second only to "little recognition for the work performed" in causing dissatisfaction. The lack of an opportunity for personal and professional growth ranked high as a dissatisfier, particularly for men.

2. Significantly, and possibly understandable, those teachers with the most experience ranked their dissatisfaction with "incompetent supervision" and "poor school board policies," as well as with "poor or inadequate pay," well above their dissatisfaction with "little chance for advancement." In fact, teachers in the 41 to 50 age bracket ranked "poor or inadequate pay" second only to "little recognition for the work performed," while ranking "little chance for advancement" in their careers as fourth on their list of dissatisfiers. Conversely, those teachers in the 31 to 40 age bracket ranked "poor or inadequate pay" fifth on their list of dissatisfiers.

From this I would conclude that those teachers in the 30 to 40 age bracket, midway in their teaching careers, particularly men, find a need for advancement stronger than concern for pay. One might argue that younger teachers may have a greater concern for advancement because their families, if they have families, are still young enough so that the need for more compensation has not taken over. However, one cannot neglect the fact that, along with the chance for advancement should come the chance for greater pay. By the time a teacher reaches the 40s and is well advanced in his or her career, the opportunity for advancement, as well as the need associated with that opportunity, may have passed the individual by. This may cause the individual to focus on other areas from which to get tangible gratification, i.e., pay and fringe benefits.

From these facts, I venture an opinion: We desperately need to recognize and reward those within the teaching profession who have demonstrated themselves to be successful teachers and competent leaders. We need to tap their knowledge and expertise in some additional leadership capacities. We are talking here about college educated people who work in a profession where the number of supervisory or administrative positions and opportunities is severely limited when contrasted with industry.

No wonder we find teachers banding together in unions, expressing what some would choose to call a blue-collar mentality. Our response to that should be creation of more opportunities for teachers to be recognized in capacities outside the classroom or coaching — in positions such as team leaders, department heads, or coordinators of some function or department.

Greater participation in the decision-making process by teachers has been suggested as a possible solution to the dissatisfaction that many of them express about their profession. If enough

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Has Your Board Adopted a Policy Like This?

"Whereas, many full-time classified and certified employees use their diverse talents and abilities in a variety of job assignments at over 150 school and recreation locations throughout the city;

"Whereas, many staff members are making noteworthy achievements in the performance of their duties . . .

"Whereas, in a large organization like the Milwaukee Public Schools, personal successes and contributions frequently go unnoticed and unrecognized by both members of the school family and the general public; therefore be it

"Resolved, that the members of the Board of School Directors, the superintendent, and the secretary-business manager explore methods by which exemplary service by individual staff members can come to their attention; and be it

"Further Resolved, that appropriate steps be taken to establish a procedure by which these staff members can be appropriately recognized for the service they are rendering to the boys and girls and other citizens of this community.

"Throughout recent years, the number of schools implementing special modes of instruction, providing career specialty training, and offering magnet programs has increased and prospered. Widespread recognition has come to the staff of this district for the successful implementation of these expanded opportunities for students at all grade levels. The success of these programs can be attributed to contributions made by staff members in all work classifications and in virtually all work locations. For this reason it is quite fitting that a suitable program of staff recognition should be developed for the recognition stated in the resolution.

"It is recommended that discussions be commenced with employee groups for the purpose of implementing this resolution."

—Milwaukee Board of Education, 1982

How Involved Are Your Teachers?

Expect good teacher morale only where there is professional autonomy — to some degree. And professional autonomy, in the words of Supt. Pamela Mayer, Chapel Hill-Carrboro City Schools, Chapel Hill, N.C., "is the right of professionals to make professional decisions. The greater the autonomy, the higher the morale."

To what extent are teachers in your district involved in helping make professional decisions? Here is a checklist, listing areas in which the professional judgment of teachers could be valuable. You can also use it to measure the degree of teacher involvement in your district.

Area of Concern	**Teacher Involvement**		
	Teachers not involved	**Involved to some extent**	**Involved to a large extent**
1. Curriculum revision			
2. Textbook selection			
3. Report card revision			
4. Student discipline codes			
5. Declining enrollment plans			
6. Needs assessment: — district needs			
— teacher needs			
7. Information to public			
8. Board policy development (overall)			

Area of Concern	**Teacher Involvement**		
	Teachers not involved	**Involved to some extent**	**Involved to a large extent**
9. School closings			
10. Teacher evaluation guidelines			
11. Districtwide goals and objectives			
12. School building educational goals and objectives			
13. Districtwide education philosophy			
14. Inservice planning			
15. Procedures for dealing with censorship attempts			

quasi-administrative positions existed, along with additional compensation to those occupying such positions, teachers would have a greater opportunity not only to participate in the decision-making process but also to assist in performing the myriad of administrative tasks currently loaded upon a relatively small number of administrators (if we consider that the ratio of supervisors to staff in education is much smaller than that in industry).

Many will say we simply do not have money to provide these kinds of jobs. However, these quasi-administrative positions cost considerably less than those of full-time administrators (possibly 10 to 15 quasi-administrative positions could be created at the cost of one administrative position). The challenge, of course, is to have enough quasi-administrative positions to tap the potential of young, though experienced teachers, without allowing for "featherbedding." The right number of such positions would provide potential for incentive or reward and could be a good testing ground for future administrators. Too many of them would create a situation of too many chiefs and not enough Indians. So the balance must be a delicate one.

Such a balance can be found, certainly. Let me illustrate: An elementary grade or middle school team leader for every four, five, or six teachers, paid a stipend as a supplement to that individual's base salary, is a much less costly proposition than the situation that exists in industry with a full-time supervisor for every 6 to 10 workers. Likewise, a department head for a department of 10 teachers, given a period off as compensation for that position, does not seem to suggest an exorbitant cost — particularly if that individual can assist building administrators in budget development, inventory, teacher scheduling, and improved communication with the staff, not to mention improved curriculum development and instructional organization.

Another illustration: A coordinator paid a stipend, or given additional days beyond the school year (to perform tasks in the area of student activities, athletics, special or vocational education, community education, or recreation), has been provided a position for growth or advancement, though that individual may wish to remain a classroom teacher. Yet, the person occupying that coordinator's position has been given an opportunity to demonstrate leadership skills and perform administrative tasks that can take a burden off of building or central office administrators at much less the cost involved in employing an additional administrator or devoting costly administrative time to that function or operation.

I believe that 20 percent of the teaching staff in a district can be involved in some type of quasi-administrative positions, at a cost that would not exceed two teaching positions.

I often hear the argument that a school district should employ more teachers rather than create more quasi-administrative positions. However, the argument can also be made that, as enrollments shrink (thereby creating the need for fewer teachers), many things need to be done to enhance staff morale and to provide incentives and rewards to keep good teachers in the profession and to draw others into it.

Clearly, what I have proposed, on the basis of my research, can best work in a school system where lack of funds is not of major concern. But it will also work in school systems with limited funds that cannot afford all the administrative positions that wealthier systems of the same size or larger school systems can afford to provide.

What is needed is a creative approach to providing more growth opportunities for teachers, so that we do not lose the good ones to other professions and, more importantly, so that we can reward those competent and qualified people who remain. The residual benefit can and should be a better operating school system, with a greater degree of harmony among its staff and administration, and a more efficient operation — where those things that need to be done get done at the appropriate operational levels, without causing inefficiency in the delegation of administrative duties, or frustration for administrators who want to get the job done but simply can't.

Advice from North Carolina: Involve Teachers in Policy Making

Involving teachers in development of school district policy is a good staff morale booster, says Supt. Pamela Mayer, of the Chapel Hill-Carrboro City Schools, Chapel Hill, N.C. "One value of teacher participation in policy making is that the staff will come to understand that policies of a school system are not made arbitrarily," says Mayer.

It is almost imperative that teachers help develop certain categories of policies such as those having to do with reduction in staff. "On the other hand, policies having to do with administrative direction and organization of schools cannot be turned over to teacher jurisdiction," says Mayer. "This is where the superintendent's judgment comes into play."

But the overall attitude in Chapel Hill-Carrboro is one of encouragement for teachers to participate in policy development.

The board has set up a Professional Personnel Policies Committee through which teachers are enabled to "formulate and recommend proposed policies affecting conditions of employment to be considered by the board of education."

The committee includes a representative from each building faculty elected during the spring for a two-year term. (Alternates are chosen to assure that each school is represented at all committee meetings.) It includes also the personnel director, assistant superintendent, two board members, a principal representative, and observers from each of the professional organizations active in the school system. The committee meets once a month throughout the school year. Its recommendations go to the superintendent for submittal to the board.

At times, this institutionalized committee process for policy is not adequate and must be supplemented and adjusted with additional staff involvement. This happened when Chapel Hill-Carrboro began to consider a reduction in force (RIF) policy. An interim committee, with heavy teacher representation, drafted a staff reduction policy, which the superintendent couldn't accept. A second interim committee, with heavy administrator representation, came up with its version — which was also unacceptable to the superintendent. A third group then went to work on the problem, and with the help of teacher union participation and a consultant, drafted a RIF policy which was taken to the Professional Personnel Policies Committee. Through this policy development machinery, the RIF procedures were routed to individual schools for further consideration. Only following this process was the RIF policy placed on the board agenda for approval.

"It was a lengthy process, but it paid off in good teacher morale," says one Chapel Hill-Carrboro official.

Chapter II

Teachers' Views

By the time you read this, Willard H. McGuire may be a classroom teacher — again — in the North St. Paul-Maplewood (Minn.) Public Schools. But at the time McGuire discussed the issue of teacher morale, he was still the leader of some 1.7 million teachers. As president of the National Education Association (NEA), McGuire was sitting in his 8th floor office in Washington, D.C., answering questions, offering his views on the reasons for low teacher morale and suggestions for raising it. When his term was scheduled to end, in September 1983, he planned to return to his district as a junior high school teacher.

Here's what he had to say:

The greatest frustration of teachers, and hence the greatest detriment to their morale, is not having a voice and a role in managing their own professional destiny.

I'm not talking, certainly, about classroom teachers "taking over," or about teachers acting alone in determining goals or dictating administrative policies. I'm talking about giving teachers the opportunity to have a say in the areas in which they have competence and for which they are, indeed, hired.

Think about it — teachers have knowledge in scores of subject matter areas. They are expert in topics ranging from art to zoology. They have a basic understanding of human psychology. They know how children learn or don't learn. They have practical knowledge of how children behave and why they misbehave. They have direct contacts with parents.

Yet, these resources are largely underutilized by administrators. Teachers are either not consulted or consulted cursorily on the very topics where their knowledge could help boards of education and administrators.

I see here a failure of leadership, the kind of leadership that does not value participation of different levels of professional colleagues. The failure to value teacher wisdom and expertise may originate with principals, or superintendents, or the board of education. Most frequently, such negative attitudes start with the superintendent. If the superintendent does not value the contributions teachers can make to the professional life of people in the school system, then the principals, at one end, and the board of education, at the other, will probably pick up the cue.

Let me back up a bit here, because I may give the impression that teachers are forever in the dumps. Not at all. Teacher satisfaction is at its highest when the teacher closes the classroom door and is allowed to teach without dictation or interruption. It is on the job of teaching that teachers build up their reservoirs of positive morale.

Their next source of satisfaction is relationships with their colleagues, their teaching peers. In the faculty lounge, at teacher meetings not ruled by administrators, and during informal contacts with their colleagues, teachers gain feelings of gratification which prop their morale.

But when they leave the classrooms, and leave the school grounds, assaults on their morale often begin. At the supermarket, drug store, apartment elevator, or gas station, teachers often encounter remarks which range from hostility to innuendo. Even such a seemingly innocent question as, "Oh, you're still teaching?" may carry a bite. The implication may either be, "You sucker, why are you putting up with education?" or "I was hoping you'd be out of that school system."

Administrators must bear some of the responsibility for the negative community attitudes that undermine teacher morale. Principals and superintendents can do much more than they do to build a strong, positive image of teachers. And here is a task that can be carried on with *the help of teachers and their professional associations.*

Unhappily, also, there have been cases where administrators seemed to feel it was incumbent upon them to diminish the image of teachers and even to put down the professional faculty. This has happened during bitter negotiations, when bargaining was stalled, and the board of education and the administrator wanted to pressure teachers into settling. During such times of stress, administrators have been known to disparage teachers and teaching, to let slip the word, privately and unofficially, that "these teachers don't deserve what they're asking for . . . they don't work that hard . . . they aren't that good. . . ."

So, the strain on teacher morale may come from several sources: negative community attitudes, inadequate support from administrators, unwillingness of the community to provide the salaries and benefits to which teachers are entitled, to name but three of the major ones.

Nevertheless, teacher morale can not only survive such strains but even become enhanced if teachers can chart their own professional destiny.

Now what do I mean by that? Let me spell out a few things.

Teachers should have the freedom and opportunity to identify those school board policies and administrative regulations which impede their freedom to teach, which are impediments to academic freedom — and to eliminate them.

Conversely, teachers should be encouraged to propose policies and regulations which will strengthen professional autonomy, and the administration should actively work with teachers for their implementation.

Teachers should have strong influence on decisions made at the school building level and that affect individual building operations.

Teachers should have a voice from dawn until dark on how the curriculum at their particular level is set and how textbooks and other instructional materials are selected.

Teachers should have a role in setting codes of student discipline for their particular buildings.

Then, let's not forget that along with the big things, the little things count, too.

Verbal rewards, for example. In sales work, verbal rewards are practiced with a regularity and punctuality hardly known in education. Anytime a salesperson makes a sale, or gets a good order, the sales management goes into action — sending thank you notes, telephoning appreciative comments, and so on.

Verbal rewards are chillingly scarce in teaching. Certainly, Johnny and Mary don't say "Thank you, teacher. . ." And rarely does the parent. It's up to the principals and superintendents and board members, therefore, to fill that void. It hardly costs anything, you know.

I think it's especially important that such verbal recognition come to the beginning teachers, and teachers in the first three or four years of their career. I, as a young teacher, would have deeply appreciated such recognition from my principal and superintendent. How I craved just one word of encouragement, one word of appreciation; and how my morale would have soared if I had it.

A Teacher Lists Morale Builders

Ruth W. Bauer, a Cheshire, Conn., teacher, likes to spread her ideas on how administrators can help build morale of teachers. She has done it in talks, at meetings, and in an article or two.

Here are her 10 points of advice to principals and superintendents:

1. Smile at us (and at the students). It costs neither time nor money.
2. Be available for day-to-day contact, so that small problems do not have a chance to grow.
3. Encourage us to communicate with parents and be open with students.
4. Subsidize us with petty cash when we want

to buy a new set of ditto masters or classroom games.

5. Go to conferences that generate new ideas — and take one of us along, not just the department head.

6. Visit classrooms as a friend. Get to know the students and how we interact with them, instead of showing up just once a year for a formal observation.

7. Apply for grants and outside moneys we can use to develop new projects.

8. Congratulate teachers who participate in local politics, theater, or sports.

9. Trust that a teacher may have a sound reason for occasionally arriving late or leaving early.

10. Support our classroom management. Don't expect us to solve all behavior problems without outside help. Many students need more help than a classroom teacher is trained to give.

McGuire Answers a Question

Q: Quite a number of superintendents reported on the questionnaire sent out by AASA for this report that the chief obstacles to improving morale and effectiveness of teachers are (1) the teachers union and (2) the negotiating process. What is your reaction to that?

A: Well, quite a number of superintendents have told me that they'd rather work in a school district with a strong teachers union and a well defined collective bargaining process. There are many positive aspects to the union/collective bargaining situation.

First, it is through the strength of the union that teachers can work for economic security, and that in itself is a strong bulwark for morale and effectiveness. Without the security of the union, teachers would be left to the winds of uncertainty — and how can one have either morale or function effectively then?

Second, the negotiations process gives teachers a chance to work for equity in the school system. It gives them an opportunity to chart their own destiny to the degree that local conditions permit. That, too, is a positive factor.

Pointers from Iowa

Fred R. Comer, executive secretary of the Iowa State Education Association, Des Moines, cited the following ways in which school administrators can improve teacher morale:

- Say thank you for a job well done.
- Say thank you, a job well done — in writing.
- Maintain firm discipline on the school grounds, in the hallways, and in the restrooms.
- Suspend students who verbally abuse teachers.
- Expel students who physically abuse teachers.
- Permit teachers maximum latitude in selecting methods of instruction and course materials within parameters of approved curriculum.
- Actively, vigorously defend teachers who are victims of paranoids, radical right-wingers, and religious fanatics who attack course content, textbooks, and teaching methods.
- Be a buffer between teachers and irate parents.
- Reduce meaningless *AND* meaningful paperwork.
- Don't make decisions that are more appropriately the prerogatives of teachers.
- Don't ask teachers to make decisions that more appropriately are the prerogatives of administrators.

Seattle Teachers Suggest Appropriate Recognition

So you want to plan a teacher recognition day? Poll your teachers to find out what they'd like to see happen on such a day. In Seattle, teachers came up with these suggestions:

- A television appearance by the superintendent of schools stressing the work and contribution of classroom teachers.
- Selection of a teacher as "Personality of the Day" on local broadcast media.
- A proclamation by the mayor honoring teachers.
- Billboards showing what children said and wrote about their teachers.
- Widespread publicity in newspapers about the work of teachers — and don't forget the neighborhood tabloids.
- Activities by business establishments honoring teachers.
- Flowers from florists for each school office.

- Free tickets for teachers to sporting events and movies.
- Free lunches for teachers in school cafeterias and other restaurants.

What One Community Can Do

When a citizen of Old Saybrook, Conn., approached Supt. William Martin to ask what the community could do to reward good teachers, the two explored several ideas. When the citizen offered $1,000 to support such an effort, the "Outstanding Teacher Award" was not long in coming.

Martin checked out the proposal with the local teachers association (about 140 teachers) — there was no objection there. The purpose of the award was then briefly formulated as follows:

> *To reward an Old Saybrook teacher for outstanding performance; to serve as an incentive for good teachers in the system to be even better; to assist in attracting quality teachers to Old Saybrook; to encourage the best teachers to remain in the system; to create a climate in the school district that focuses on excellence.*

That was probably a lot to buy for $1,000; but, after all, the anonymous donor promised a similar sum "year after year."

To pick the teacher for the 1982 award, Martin named a selection committee of the system's four building principals and four citizens. Under the rules as adopted, the superintendent is also a member of the selection committee, with power of veto. Anyone in the town (pop. 9,800) could nominate. Names came from teachers, parents, students, civic leaders.

The selection committee used four criteria: (1) instructional effectiveness, (2) ability to relate positively to students, (3) extent of contributions to peers in the teaching profession, and (4) extent of contributions to the community.

"The committee had no trouble selecting the winner," Martin reports. The person chosen is a first-rate teacher, a friend and confidante of students, and one who gives much time and effort to his profession and the community as a volunteer.

Martin isn't sure whether "this kind of recognition is one that should be recommended to other districts," although a number of school systems of the size of Old Saybrook have shown an interest in the award.

"There are probably some potential disadvantages involved," Martin says, "but so far we haven't encountered any. Everyone seems pleased with what we've done."

> ***"Teacher satisfaction is at its highest when the teacher closes the classroom door and is allowed to teach without dictation or interruption. It is on the job of teaching that teachers build up their reservoirs of positive morale."***
>
> **Willard H. McGuire**
> **President**
> **NEA**

A Dress Code for Teachers — Morale Builder?

If teachers dressed "appropriately and correctly," both the public image of teachers and teacher morale would gain thereby.

That is the conviction of three Connecticut school boards, and they are working for a dress code for teachers. The towns of Bristol, New Britain, and East Hartford are seeking to bring about such a code through teachers contracts or board policy.

A Bristol board member said that better dressed teachers will "help strengthen the image of pubic education, improve discipline, and give teachers themselves a sense of pride of belonging to a great profession."

A New Britain board member said that private industry would never allow its employees "to wear the jeans and printed T-shirts worn by some of the teachers." He added: "It's bad for the kids' morale, and it's bad for teachers' morale."

To all this, teachers reply, in effect: "Pshaw." The president of the East Hartford teachers union said: "It's absurd to believe that wearing a tie affects the quality of teaching." And the president of the Connecticut Education Association dismissed the issue with: "There are more pressing things we should talk about in our schools, and I'm not talking about pressing trousers or skirts . . . ."

Ouch, The Teacher's Paperwork Load

Teachers in many school districts charge that they are overloaded with paperwork — and that paperwork is a factor in the maintenance of teacher morale.

One example: For years, New Orleans teachers have been terrorized by the infamous Form 10, which required large quantities of information on student attendance every quarter. Teachers, secretaries, and principals spent "thousands of work hours" every year "wrestling with a form that was both confusing and exasperating."

Now Form 10 is dead, and teachers breathe easier. New Orleans has developed a computerized attendance system which records attendance statistics by five ethnic categories (required by law) and computes other student attendance characteristics. Teachers use a preprinted form with the student's name, race, and student number. And all the teacher has to do is fill in a "bubble" that corresponds to the number of days that the student has been absent.

It's something to look into. Begin by responding to the checklist below:

	Yes	No
Do you have a policy to reduce paperwork by teachers? (See the sample policy below.)	☐	☐
Is your policy reviewed at least once a year?	☐	☐
Have you made a list of major paperwork required periodically from teachers?	☐	☐
Do you have a systemwide and/or building committee to review teacher paperwork?	☐	☐
Are teachers adequately represented on this committee, comprising more than 50% of the membership?	☐	☐

	Yes	No
Are teachers encouraged to suggest ways to reduce paperwork?	☐	☐
As an administrator, do you see to it that business offices do not give teachers paperwork that properly should be done by clerks and non-teaching personnel?	☐	☐
Has the district reduced teacher paperwork during the past 12 months—		
—Substantially	☐	☐
—Minimally?	☐	☐

Sample Policy
Paperwork Reduction for Teachers

It is the policy of this district to reduce the paperwork load on teachers and other professional staff members. The administration shall require from teachers only such reports, memoranda, and other paperwork that is called for by state and federal regulations, that is essential for the conduct of the school system, and that cannot be performed by clerical staffs.

A committee appointed by the superintendent shall review periodically the paperwork requirements of teachers and work toward reduction. Teachers and other staff members are encouraged at all times to make suggestions for the elimination or reduction of paperwork.

Chapter III

Researchers' Views

Research conducted by two Yale University investigators indicates that besides low pay, most sources of teacher dissatisfaction stem from the low quality of their relationships with principals, supervisors, and administrators. But there is more to this important study than that.

In June 1982, Dennis C. Turk and Mark D. Litt, from Yale University, completed a study for the Connecticut State Department of Education on the extent of "stress, dissatisfaction, and intention to leave teaching among experienced Connecticut high school teachers."

The investigators studied a random sample of 360 secondary school teachers with 5 to 15 years' experience. Involved were men and women, teachers from urban, rural, and suburban school districts, and from a broad range of subject matter.

Sources of Dissatisfaction

The study uncovered 62 sources of teacher dissatisfaction, and the investigators ranked them in order of severity. Emerging as the major sources of dissatisfaction for all groups and subgroups within the sample were:

- Low status of teaching.
- Inadequate salary.
- Poorly motivated pupils.
- Too much paperwork.
- Pupils' attitudes toward work.
- Lack of time for pupils.
- High amount of frustration.
- Pupils' lack of interest.
- Schools' failure to maintain values/standards.
- Parents' lack of interest.

But intertwined with these dissatisfactions was always the low quality of teacher relationships with their principals and other administrators. Out of these conditions stemmed such dissatisfactions as:

- Confusion about teacher responsibilities.
- Lack of positive reinforcement.
- Little consideration of teacher opinion in decision making.
- Lack of principals' concerns for teacher problems.
- Lack of administrative interest in teachers' professional careers.

In view of these findings, the investigators wasted no time in making this "most urgent" recommendation:

> *Principals and other administrators need to develop more collaborative (as opposed to adversarial) relationships with teachers. Workshops on communication training and problem solving should be developed. Principals must become less autocratic and more democratic. Inservice programs geared toward group problem solving should be examined, implemented, and evaluated.*

Student misbehavior is not a major problem. The complete list of sources of dissatisfaction, as found by the investigators, and ranked (in accordance with a complex statistical formula) is worth examining. See the box, "Rank Ordering of Problems."

For one thing, it shows that the much advertised "pupil misbehavior" was not seen by teachers as a major problem; it ranked 35th of the 62 problems. Teachers in urban schools did report that misbehavior was significantly more of a problem than did teachers in rural and suburban schools. However, even among urban teachers, 75 percent *did not* report that pupil misbehavior was a great or very large problem. The generally poor attitude and motivation of pupils tended to be much more of a problem than misbehavior *per se*.

Administrators: Take Note

Other problems listed by teachers are worth noting:

Lack of opportunity for advancement. After examining the responses of all teachers on this issue, the investigators commented:

"Perhaps nowhere else in the professions is there an occupation that requires so much educational preparation while offering so little opportunity for advancement. Regardless of advanced degrees and credentials acquired, in terms of prestige, a classroom teacher still appears to be one step above the pupils and one step below the lowest-level administrator.

"The number of administrative positions is typically relatively small, and budgetary cutbacks are leading to reductions in these positions. Advancement from teaching into these positions is difficult. In recent years, some schools have added such positions as master teacher, resource specialist, and team leader, but these titles seldom have been accompanied by actual increases in recognition. Generally, advancement in both pay and status is restricted to a move from the classroom to one of the few administrative positions."

Low status of teaching. This is fostered by the requirements for professionally trained teachers to engage in many nonprofessional roles, such as secretary, janitor, babysitter, and "unquestioning intermediary passing along directives of school administrators."

Other extraneous and often professionally demeaning tasks have been assigned to teachers, for example, watching children board buses, walking the cafeteria floor, surveying students for cigarette use, monitoring halls and lavatories, taking tickets, and collecting books.

The investigators comment: "Such tasks may serve to diminish teachers' own self-esteem and perceptions of the status of their profession. Increasing teachers' self-perceptions of their professionalism by including them in decision making, policy setting, and problem solving should lead to improvements in their sense of control, feelings of pride, self-image, and feelings of self-efficacy."

Why Teachers Want To Leave

When Connecticut teachers were asked for the most important reason for their planning to leave teaching, 76 percent of the teachers listed salary as the major consideration; 45 percent listed poor opportunities for advancement; and 34 percent indicated role overload — too much work to do or too little time to accomplish it. These three problems are essentially the same as those associated with job dissatisfaction.

Job tensions. The investigators found that many of the school job tensions arose from teachers' feelings of being torn by conflicting demands between the amount of work they're expected to do and the quality of work they achieve. Teachers also suffer from the conflict between what the principal or "front office" demands versus the needs of pupils. Such role conflicts take a heavy toll in teacher morale and effectiveness.

The investigators suggest: "Setting up clear role expectations is an important step in alleviating distress and building job satisfaction. Role clarifications and expectations should be included as a focus of discussion in inservice programs."

Teachers in Connecticut also reported that job tensions are created by lack of feedback regarding their performance and feelings of being helpless to influence supervisors' decisions in matters that directly affected them. The investigators sum it up: "It appears that the teachers feel uncertain about how they are perceived by their supervisors and feel unable to exercise much control about what relevant decisions are made. Such uncertainty and feelings of lack of control increase levels of distress."

Low quality of relations with principals. This issue is of paramount importance to teachers — the cause of their great unhappiness and stress — and a frequent reason for leaving the profession.

What adds to the high level of dissatisfaction are teachers' perceptions that the principal frequently offers no recognition for good teaching and no recognition for extra work; that the principal does not take into consideration teacher opinions in decision-making, and does not support the teacher in student and parent relations. Further, principals do not help teachers clarify the goals of the school and "do not deal with problems early on . . . ."

The investigators conclude: "Much could be gained in terms of teachers' satisfaction by finding ways to improve teacher-administrator relations and by making principals more aware of their teachers' concerns . . . .

"Inservice programs that include principals working with teachers in a particular school would be one direction to consider in contrast to more general programs in which teachers attend different sessions than do principals, and where teachers of different subjects meet as a group across schools or school districts. That is, inservice directed at individual schools with collaboration among *all* school personnel might be one approach to reducing dissatisfaction. Sensitizing principals to the concerns of teachers might be fostered by principals spending more time in classrooms and spending some time actually teaching."

Rank Ordering of Problems
Identified by Connecticut High School Teachers

Problem

- Low status of teaching
- Inadequate salary
- Poorly motivated pupils
- Too much paperwork
- Pupils' attitudes toward work
- Lack of time for pupils
- High amount of frustration
- Pupils' lack of interest
- Schools' failure to maintain values/standards
- Parents' lack of interest
- Too much work to do
- Lack of time for grading
- No recognition of extra work
- No recognition of good teaching
- Not enough time to do work
- No time to relax between classes
- Lack of time for more study
- Poor attitude and behavior of some teachers
- Classes with too wide ability range
- Pupils don't obey teachers
- Pupils are impolite/rude
- Few opportunities for innovation
- No consensus on minimum standards
- Low sense of accomplishment
- No time to prepare lessons
- Inadequate discipline at school
- No teacher participation in decision making
- Pupils' generally low ability
- Too many supervisory duties
- Requirement to monitor pupil behavior
- Sense of isolation at school

Problem

- Poor promotion opportunities
- No teacher impact on school policy
- No discipline sanctions available
- Pupils' general misbehavior
- Shortage of equipment
- Mixed ability groups
- Administrative work
- Low self-esteem
- Noisy pupils
- Demands made on teachers' free time
- Large classes
- Pace of school day is too fast
- No consultation with others
- Lack of feedback from administration
- Tensions associated with punishing pupils
- Difficult classes
- Attitude and behavior of principal
- Poor facilities
- Generally high noise level
- Low amount of challenge
- Too much responsibility for pupils
- Too many periods teaching
- Can't express negative emotions
- Lack of support from administration
- Inability to maintain class discipline
- Parents' challenge of teacher judgment
- Requirements to take over class of absent teacher
- School too large
- High amount of challenge
- Not enough time for teaching
- Graduating seniors don't take exams

Chapter IV

Lessons from Industry

There was a time — and it was a long, long time ago — when industrialists said to educators: "Education is a business. You've got to run it like a business. With efficiency. Look at us. Learn from us."

Although such advice was never appropriate (being based on a false premise), it has neither been offered nor followed during American industry's sad decline in the 1960s and 1970s.

Today, however, American industry and business are undergoing a grand examination with regard to their efficiency and productivity and the morale of their employees. Hard-headed and hard-nosed business leaders and industrialists are willing to learn and are listening carefully to industrial researchers, consultants, and theorists — including scholars from the major business schools in the United States.

A mini-text of lessons offered by industrial experts to the world of business and industry follows. The transfer to education is obvious in some instances; in others, you'll have to make the transfer yourself, deciding what you can learn from these lessons.

Lesson 1: For decades, American management in industry has been keeping its eye on the wrong ball. And, by transfer, this has also been true for management in American education.

In industry, it was wrong for chief executive officers to make short-run profits their chief preoccupation. The bottom line was everything, alas. Management ruled by remote control, by looking only at numbers and computer printouts.

These gross errors by American industry are being forcefully exposed by Robert Hayes and William Abernathy, professors of the Harvard Business School — and many companies are listening. The two academics charge that industry's management has ignored the shop floor and the production line. The result has been sloppy factories, overworked and abused machines, insensitivity to quality and excellence of product — with workers and management in constant positions as adversaries.

By transfer, this says to education: School administrators are also keeping their eyes on the wrong ball when their chief preoccupation is with the school budget, with cost-cutting, with improving techniques in purchasing, transportation, food service — or by making test results the "bottom line." Educators who ignore what's happening in the classroom, in the teachers lounge, at the teachers union meeting, and in inservice education sessions are being neither smart nor hard-headed; they're going down the road of American industry during the 1960s and 1970s.

The lesson that Hayes and Abernathy teach is that managers (or administrators) must be first concerned with the quality of their products; that they must put the best resources and talent to work on this basic aspect — doing the basic things a little better everyday over a long period of time. "It's that simple and that difficult," Hayes says.

Lesson 2: The more you fragment a job, the more responsibility you take away from an employee — and you thereby reduce the chances of that person's effectiveness and job satisfaction.

Robert N. Ford, whose work is highly respected by the American Management Association, says that fragmentation of work, and the subsequent loss of responsibility, is the No. 1 reason why jobs die and people's morale and productivity die, too. Ford is not an educator; so he reached out for an example of fragmentation from a superintendent in a big-city school district. Here is what Ford calls fragmentation of the teaching job:

- Testing — standard tests used by teachers are drawn up outside the district.
- Curriculum — determined in detail by people outside the district.
- Visual aids — selected and provided by specialists, with little teacher participation.
- Textbook selection — often done without teacher participation.
- Counseling — carried on by specialists.
- Paper grading — sometimes automatic, sometimes performed by assistants.
- Difficult disciplinary cases — referred to principals, psychiatrists, or counselors.
- Student activities — conducted by coaches, specialists, or "resource people," with little teacher participation.

Ford asks: Who is responsible when a child fails to learn? He replies: Perhaps we don't have enough good teachers to handle all the jobs a teacher should, but minute division of labor is not the answer.

Lesson 3: The more opportunity and power you give employees, the more effective they will become and the more satisfaction they will get from their jobs.

Opportunity most often means the chance for formal advancement in pay and status. But that is not the only meaning of opportunity. A person and his or her job can expand in importance without formal advancement or higher pay. A professional employee, for example, may be given a sequence of important challenges and problems, thus extending opportunities for usefulness and, consequently, also adding to job satisfaction.

To the traditional sense of opportunity, today's business executives add two other potentials: the potential for expansion of activities within any job and the potential for carrying out more important tasks over a period of time.

"People respond to the amount of opportunity available to them." This is the lesson offered from the research of Martha Cox, Yale University, and Jane Brown, an industrial consultant in Cambridge, Mass.

Similarly, people respond in a positive way to the amount of power available to them in an organization. Power here does not refer to dominance or control. As used by Cox and Brown, power means the ability to mobilize human and material resources to get things done. It means also freedom for action — without close supervision by a superior.

To exercise such power, employees need three things:

1. Lines of supply, bringing in the things needed to get a job done — money, materials, staff.
2. Lines of information, bringing in the data, opinions, estimates, and other facts needed.
3. Lines of support, bringing in the approval and appreciation of supervisors and superior executives for the work carried on.

In fact, these three factors — supply, information, and support — also function to enhance opportunity for employees. Power and opportunity go hand in hand. And both can be built into a job by supervisors. What the supervisor has to do, say Cox and Brown in a summary of their research, is increase the flow of information between employees, provide access to resources a person needs to do the job, and allow employees discretion to use their initiatives and talents.

"Opportunity and power liberate the energies of workers. These factors signal the way to meet a major challenge in any organization — how to improve the productivity, effectiveness, and morale of our human resources," conclude Cox and Brown.

Lesson 4: Participative management works. There are benefits, and there are pitfalls to the process. Top executives have to learn how to work with middle managers; in turn, middle managers have to learn to work with top executives.

W. Matthew Juechter, president of Wilson Learning Corporation, Minneapolis, reports on an experience with 60 middle managers whom he has involved in a participative management experiment. After a year, Juechter asked 15 of the participants to help him evaluate results. From this evaluation, Juechter learned that:

- All 15 managers who responded to a survey said they would not want to manage any other way than participatively.
- One of the factors that enhanced the managers' own self-worth was the feeling that they were helping higher-ups with decision-making loads.
- Participative management gave them access to vast amounts of new information and to the experience of other managers. These new re-

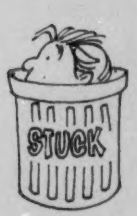
sources helped "build up their own management and business muscle."

Juechter also learned from the participants that among the benefits of participative management are that it (1) reduces organizational hostility, (2) eases implementation of change, (3) develops empathy for those who must make difficult decisions, and (4) clears the air — "making it easier to discuss problems, and even to disagree."

To assure success for the process, top management must prepare employees for it. Middle managers have to be assured that it is safe to disagree, and they have to be encouraged to offer suggestions without fear. In turn, superiors must listen to the group; continually ignoring middle management's proposals and plans is one of the deep pitfalls in the process.

Venturing into participative management without written guidelines is risky, Juechter says. These should indicate the limits to participative management and when and under what conditions top management reserves the right not to follow the advice of middle management.

Yes, We Have Them in Education, Too



In some companies, personnel administrators classify jobs into those with high opportunity and those with low opportunity. These jobs, in turn, create two kinds of people — the "moving" and the "stuck." And they have names for each kind of person. "Movers" are referred to as fast trackers, water walkers, or high pots, which is short for "high-potential candidates." The "stuck" are called deadwood, nine-to-fivers, retired on the job, or pay-oriented employees.

Japan's Quality Circles

Since the Japanese have proved good managers (high productivity, good worker morale), American business has tried to pick up clues to follow — and where American management goes, can education be far behind?

For more than a decade, American industrialists, dismayed by low productivity and sagging quality of product, have probed and probed into the question: What makes Japan run ahead of us in the factory and in the marketplace?

The answers that come from Japan do not always appeal to Americans, and they are often considered so culturally different that they are dismissed with "Does not apply."

But industrial experts insist that the Japanese concept and mode of operation do have some applicability to our production process — regardless of their "strangeness."

The concepts can be summed up as follows:

- The Japanese view a business firm as a human community: Its main purpose is to serve the needs of its employees, managers, and the general public. Profits are important, but they are secondary to meeting the needs and interests of people. This is in sharp contrast to the American view that factories and plants are entities for turning out goods and that employees are the instruments for production — to make a profit.
- Japanese see their employees as people — valuable human resources — who can think, solve problems, and take responsibility for quality in production. Again, this is in sharp contrast to the American concept that regards people as just one more instrument to perform a disparate function — which can often be better done by robots.
- Japanese consider groups as superior to individuals in solving workplace problems. They believe that tasks in factories and offices require the cooperation of those working to create a product or a service. The group process may be slow, but it is effective, according to the Japanese, and it facilitates implementation — because many individuals have a stake in the final result. Not so is the American industrial tradition, which has glorified individual decision making, individual initiative, individual effort.

These three basic concepts have led directly to the quality circle in Japan's industry, organizations, and schools.

The quality circle is a group usually of 7 to 8 people, which meets regularly on a voluntary basis to take up day-to-day problems of the workplace on the assumption that the individuals can contribute creatively and positively to the goals of the organization.

Interestingly, it was a Westerner, Edward Deming, who gave the quality circle concept a forward thrust. In the late 1940s, Deming was asked to come to Japan for a series of lectures on quality control, since the Japanese realized that only through superior quality could they enter the world markets. Deming's major contribution was his suggestion that the Japanese place quality control in the hands of middle management. That was a spark that ignited Japan's national ideas for the forging of quality circles.

Today, the circles have an honored and useful place in Japan's industry and commerce. Their success has inspired more than 1,000 American corporations to set them up in their factories and offices. Westinghouse, Honeywell, and Hewlett-Packard are among companies sponsoring more than 500 circles each. They are also used by such diverse organizations as the Detroit Free Press, Sacramento County, Calif., and the Department of Defense.

Schools Come Around to Circles

"There is great interest and awareness of quality circles among educators," says James S. Bonner, an administrator in the Muskegon (Mich.) Public Schools, a district that has the distinction of having more than five permanently functioning quality circles. (The first quality circle in an American education institution is believed to have been started at Central Piedmont Community College, Charlotte, N.C.)

Since 1981, Bonner has instituted seven of what he calls "quality interaction circles," and his latest assessment is that they are "working just fine, doing the job they're supposed to do, providing solutions to problems that are brought before them."

Of the seven, one is a middle-management quality circle for supervisors and directors. It meets each week. As it takes up problem after problem, the circle adheres to a code of procedures that includes decision making by consensus, strict courtesy toward one another, focusing on the problem, and looking for lasting solutions. It functions under a "group facilitator."

The other six quality circles include teachers, aides, and members of the clerical staff (the groups are concerned with education of emotionally impaired children). Each of these groups, too, functions under a leader or facilitator, whose job is to train circle members in group discussion and to keep them "on task" during the sessions.

Bonner seeks to assure officials in the school system that quality circles are not designed to deal with questions of pay, insurance, or benefits; furthermore, that they are not to be considered as administrative entities or negotiating parties. Bonner sees the groups as having great potential "for improvement of communication and for building mutual trust, respect, and caring among workers and managers at all levels."

Approximately 100 respondents to the questionnaire for this report mentioned quality circles as "possibly being useful in education," or as "something we plan to investigate" or "are investigating." The quality circle may be a wave of the future in education.

Note: For more information, contact James S. Bonner, Director, Special Education, Muskegon Public Schools, Muskegon, Mich. 49440.

Another resource is Quality Circle Institute, P.O. Box Q, Red Bluff, Calif. 96080. (While the Institute is concerned primarily with business and industry, it also offers its services as consultant on quality circles to school districts and educational institutions.)

Chapter V

Case Studies

The case studies of half a dozen school districts, which make up this chapter, illustrate both the similarities and the dissimilarities in the events and conditions that lead to or compound staff morale/motivation problems.

The kinds of problems mentioned by administrators in these districts are varied and wide-ranging: from obvious ones such as declining enrollment and staff layoffs to murky complaints about unclear direction from the school board and to the general malaise that can affect school staffs in troubled times.

Similarly, the solutions are wide-ranging and geared to the particular problems identified by the districts' administrators and staffs. For several districts, for example, the solution has been more teacher involvement in decision making or more emphasis on well designed inservice programs. For others, improved morale and staff motivation have resulted, at least partially, from administrative initiative in establishing a "wellness" (better health) plan or in applying Theory Z.

New London, Conn.: Effectiveness Takes Root

"Wouldn't *your* morale be high if you worked in such a school . . . ."

The speaker was a teacher; the school to which he was referring was the New London (Conn.) Junior High School. The statement was one of similar ones gathered during weeks of research on the reasons for the rejuvenation of morale in nearly 30 Connecticut elementary and secondary schools.

"Rejuvenation" and "revolution" were words frequently encountered during this research. The New London Junior High School, to take one example, used to be "not a very pleasant place, a place of confusion, and even chaos." Teacher morale "was shot to hell," in the words of one faculty member.

"But by the middle of 1982, teacher morale skyrocketed, teacher absenteeism dropped dramatically, teachers became involved in working on changes and improvements — and it's all showing up in improved student scores." Such was the consensus of administrators in the New London Public Schools, headed by Supt. Rene J. Racette.

"And what happened in the junior high school," added Benedict J. Marshall, assistant superintendent, "should soon be happening in our other schools."

What happened was that the junior high school, under a new principal, became one of the first to adopt the Connecticut State Department of Education's "Model for Effective Schools."

The significant point of this action was not so much the substantive part of the effective schools model, as the manner in which it was adopted. In the words of William J. Gauthier Jr., of the State Department of Education in Hartford, "most improvement efforts in education fail because of *adoptive* rather than *substantive* reasons." Gauthier and his group in the Connecticut capital saw to it that there would be no failure because of "adoptive" reasons.

The substantive part of the model, which the new principal brought to New London Junior High School, is based on the work of Ronald Edmonds and his colleagues.

The Connecticut model, now working in New London and some 30 other school systems in the state, is worth repeating because it contains the seven essential characteristics of effective schools, as amplified by the Ohio Department of Education. The characteristics are:

1. Safe and orderly environment. There is an orderly, purposeful atmosphere, which is free from the threat of physical harm. However, the atmosphere is not oppressive and is conducive to teaching and learning.

Effective schools have an atmosphere that is orderly without being rigid, quiet without being oppressive, and generally conducive to the instructional mission. The climate is warm and responsive, emphasizes cognitive development, is innovating, and provides a student support system.

2. Clear school mission. There is a clearly articulated mission of the school through which the staff shares an understanding of and a commitment to instructional goals, priorities, assessment procedures, and accountability.

Effective schools make a conscious decision to become effective schools; that is their mission. A collegial decision and commitment are made to assure minimum mastery of basic school skills for all pupils. Pupil acquisition of basic school skills takes precedence over all other school activities, and, when necessary, school energy and resources are diverted from other activities to achieve that end.

3. Instructional leadership. The principal acts as the instructional leader who effectively communicates the mission of the school to the staff, parents, and students and who understands and applies the characteristics of instructional effectiveness in the management of the instructional program of the school.

Effective schools have principals who are, in fact, the instructional leaders of the staff. They are creative, bold, supportive, and dedicated to the mission of the school. They are active and involved with all parts of their educational community.

4. High expectations. The school displays a climate of expectation in which the staff believes and demonstrates that students can attain mastery of basic skills and that they (the staff) have the capability to help students achieve such mastery.

Effective schools expect teachers to teach and pupils to learn. Standards are high but realistic. No student is allowed to attain less than minimum mastery of the basic skills at the assigned level. The teachers believe they have the ability to provide the required instructional program and that all students can master the basic skills they teach.

5. Opportunity to learn and student time on task. Teachers allocate a significant amount of classroom time to instruction in basic skills areas. For a high percentage of that allocated time, students are engaged in planned learning activities.

Effective schools emphasize more time on task. The more time spent in instruction, the greater the learning that takes place. Implications exist for improved use of time, individualized instruction, and curriculum content.

6. Frequent monitoring of student progress. Feedback on student academic progress is obtained frequently. Multiple assessment methods such as teacher-made tests, samples of student work, mastery skills checklists, criterion-referenced tests, and norm-referenced tests are used. The results of testing are used to improve individual student performance and also to improve the instructional program.

Effective schools have teachers and principals who are constantly aware of pupil progress in relationship to the instructional objectives. Frequent monitoring of pupil progress may be as traditional as classroom testing on the day's lesson or as advanced as criterion-referenced, systemwide testing measures.

7. Home-school relations. Parents understand and support the basic mission of the school and are made to feel that they have an important role in achieving this mission.

Effective schools have broad support. Parents influence their children in a number of ways: through their expectations for the children, through their own involvement, and through direct instruction.

Adopting the Model

Before these characteristics were made part of the New London Junior High School, the adoptive process worked its slow and thorough way through many months. This process may vary a bit from school to school, but here, in general, is how it works in Connecticut:

First contact: The initial contact takes place between the superintendent of schools and an official of the State Department of Education. The state agency appoints a facilitator to help the school system with the adoptive process. During subsequent meetings, the local school representatives and the facilitator discuss the research background of effective schools, the model to be adopted, and the benefits to be derived. "We in the state department stress that the school effectiveness project will not solve all personnel problems in schools," says the agency's Gauthier.

The superintendent must agree to appoint a central office person as project coordinator, to serve as a link between the superintendent and the board of education. The state agency insists that the decision to come into the project must be made by the faculty of each school and its principal. The superintendent must also agree to find money in the budget to pay for consultants that the school may need to carry out its action plan.

Dialogue and commitment: If these conditions are accepted, the state agency facilitator then visits with the principal of the school recommended by the superintendent. The two discuss the plan in detail, the facilitator stressing (1) the crucial role of the principal, (2) the do-it-all-yourself nature of the project, (3) the long-term nature of the project, and (4) the fact that the decision to enter the project must be made by the faculty and the principal.

If the principal wishes to proceed, then the facilitator or the principal presents the project to the faculty, with the final words, "It's up to you." If the faculty accepts the project (some 80 percent of the New London Junior High School teachers voted "yes"), then facilitator and principal prepare for the next crucial step.

Assessment: During assessment, which may take two to three days, faculty and principal look hard at the seven characteristics of school effectiveness and ask themselves such questions as, "How safe and orderly is our school?" "What do we need to do about these conditions?" "Do we have a clear school mission?" "What should our mission be?" "How do we measure up on allocating classroom time for uninterrupted instruction?"

The questions come out of two instruments used in the state: "The Connecticut School Effectiveness Interview" and "The Connecticut School Effectiveness Questionnaire."

The data are shared first with the school principal. Faculty meetings offer opportunities for teachers to react to the data and to offer more, new, or different ideas. Ample time and effort are taken to assure that the assessment is thorough and objective.

Developing the action plan: Most of the planning carried on so far has been led by an action planning team of five or more faculty members. After the assessment, the principal and the team go into retreat — a site away from the school. Here, in relative calm, the group studies the data and all subsequent reactions and ideas. Then, the payoff: the principal and team, joined by the state agency facilitator, develop a plan for improving school effectiveness. Once again, this plan is presented to the faculty. Because teachers have already been involved throughout the process of development, the plan is adopted and put into action.

The Results

For about a year, teachers in the New London Junior High School have seen the results of their work take effect. Parents, newspaper reporters, state agency officials, and observers agree that the school is orderly and safe; teachers want to and do concentrate on instructional goals, aiming continually on mastery of subject matter; students appear to stick to their work — in the classroom and through homework; the frequent monitoring of student progress provides many opportunities for school-home contacts.

The feeling among teachers is that, "We've done this ourselves." State agency officials like to say that the results were achieved through "collegial decision making." Many things, of course, were achieved, including proof that the school can help all children achieve mastery in basic skills; that neither race, color, nor economic background of students need be a serious barrier to scholastic achievement; that teachers can get a strong feeling of success when they work in a school that they themselves organized as a workshop for learning. In the process of these outcomes came high teacher morale.

Significantly, many of these same achievements and their outcomes of high teacher morale are also taking place in schools in all parts of Connecticut, according to officials of the state education agency.

Birmingham, Mich: Seven Steps to Better Morale

Building staff morale in the Birmingham (Mich.) Public Schools is much more of an art than a science. Supt. Roger Garvelink says there is no universal formula for good staff morale, no guarantee that what works in one community will work in another.

"It is largely a matter of attitude," says Garvelink, "a matter of chemistry, if you will. Morale is often determined by who sits on the board of education, who represents the employees, and what administrative style happens to exist. About the only thing we can say for certain is that it is much easier to destroy good morale than it is to create or rescue good morale."

With those ideas as background, Garvelink offers seven concepts for building staff morale:

Concept 1: Board leadership. The superintendent should begin by helping board members develop feelings of stability, confidence in leadership, a trust in their own authority. A bold statement from the board as to what constitutes good education, where the district is, and where it should go helps all employees work toward common goals. A long-range plan is useful. Annual goals help, as long as they focus on continuity.

Morale can be destroyed if the board switches emphasis too often. That's an invitation for staff to wait it out until something more palatable comes along.

Concept 2: Working together to build a better image. The constant barrage of negative media attention takes a toll. It's time, Garvelink says, "we get together and say that we aren't going to take it anymore." This is a golden opportunity for labor and management to work together, he notes, adding that "something marvelous happens." The more staff members work at convincing others of their worth, the Birmingham superintendent says, the better they feel about themselves. And, he adds, staff members need to hear board members say again and again how much they are valued.

Concept 3: Opening career opportunities to staff members. The lack of alternative career opportunities in education, at present, is discouraging to the young, ambitious teacher who, a few years ago, would undoubtedly have been promoted to a leadership position, such as a departmental chairman, a principal, a superintendent. It is easy for young leaders to conclude nowadays that teaching is a blind-alley job. Depending on the size of the district, the superintendent could foster better morale by agreeing to fill lower level administrative positions only from within. Garvelink also believes that sharing responsibility, even when titles and compensation cannot follow, is sometimes effective. Sponsoring workshops on career alternatives is another way to reduce the feeling of hopelessness.

Concept 4: Involving staff in the selection of administrators. In Birmingham, a screening committee of teachers, administrators, parents, and often students is routinely appointed when the district must select a new administrator. Their job is to narrow the field to three finalists. Garvelink believes this responsibility builds staff morale. After the members of the committee give Garvelink written statements of their individual impressions of each candidate, he works independently and makes the final decision.

Concept 5: Giving teachers a clear voice in curricular decision making. This is a morale builder, the superintendent says. No curricular revision is brought before the board unless it has been processed through the district's curriculum council, he explains. This blue-ribbon committee is composed mostly of teachers, with some parents, a few administrators, and a few students. Sometimes but not often, Garvelink admits, district administrators disagree with a recommendation of the curriculum council, but it is forwarded, nevertheless, to the board. The administration defends its position, but eventually, the board decides. The important fact, the superintendent believes, is that communication is not thwarted or blocked.

Concept 6: Maintaining respect for teachers involved in union activities. The superintendent also must help board members see that a teacher can legitimately function as a zealous union leader as well as a dedicated classroom practitioner. It is important, Garvelink says, that the employees negotiating against the board avoid being tagged troublemakers. "When we see our favorite teacher picketing," he says, "we must separate the role of the picketing union member from the role of the teacher, and not lose respect for that individual."

Concept 7: Showing respect, appreciation, wisdom. Garvelink maintains that administrators must use every opportunity to convince district employees that they are appreciated. This means, in his view, taking time to listen, knowing when to bend the rules, keeping an open door to the union leadership and not hesitating to ask for help with mutual problems, and refraining from use of group discipline when individual discipline is necessary.

St. Louis Park, Minn.: Focus on Inservice/Wellness

In St. Louis Park, Minn., the teacher morale story can be told, partly, in symbols.

SD^1 stands for staff development, focusing on the improvement of instruction.

SD^2 stands for staff development/self-development, focusing on "wellness" of staff members.

Does SD^1 plus SD^2 promise continual improvement in morale for both professional and support staff in the district?

Supt. Michael E. Hickey believes it does, basing his belief on evidence provided both by teachers and his board of education — they strongly support the two programs. "We haven't solved all our staff morale problems, but things are getting better," says Hickey.

Much better, certainly, than they were in the late 1970s, when a miasma of general dissatisfaction hung over district employees. It had been caused [illegible] declining enrollments, massive layoffs, large class sizes, and budget cuts. These conditions had created tension among teachers, criticism of the administration and the school board — and low morale.

In 1979, Hickey took vigorous action against this state of affairs. His first step: a comprehensive staff morale study, which, many observers agree, "has become a model for school districts throughout Minnesota and beyond." Within a year, the district could read the survey results. Many good things were going on in the district; there were many pluses and "much good news" about the educational programs; but, nevertheless, the bad news, the minuses, and the weaknesses were egregious, and could be summed up as follows:

1. Teachers distrusted the district administration.
2. Teachers felt that performance appraisal was not helpful to them in improving their work.
3. Teachers did not think the district inservice programs were relevant.

'You Don't Have To Be Sick To Get Better'

The slogan above is the title of a one-page newsletter published by the St. Louis Park (Minn.) School District. It is dedicated "to the physical and mental health of our employees." The publication, a monthly, lists workshops, seminars, inservice activity sessions, and game and sports events for teachers and other staff employees.

It offers advice on losing weight, buying a car, reducing sugar intake, sleeping better. At times, it advises on weightier subjects. A recent issue listed nine characteristics of "*non*-burned out professionals":

- **They have a sense of accomplishment and self-worth, which is reflected mainly in attitude.**
- **They feel that there is a purpose in life, particularly in their own.**
- **They enjoy their job and look forward to going to work.**
- **They are able to revitalize energy and to become recharged and refreshed.**
- **They have a good perspective on their personal, professional, and social life.**
- **They are capable of laughing at themselves.**
- **They are willing to consider alternatives and change, and are able to handle change.**
- **They are able to leave their job behind at the end of the day.**
- **They know their personal limits and respect them.**

4. Teachers expressed the view that they were rarely told whether they were doing good work; that the administration was not interested in their personal welfare; and that there was an overemphasis on "administrivia."

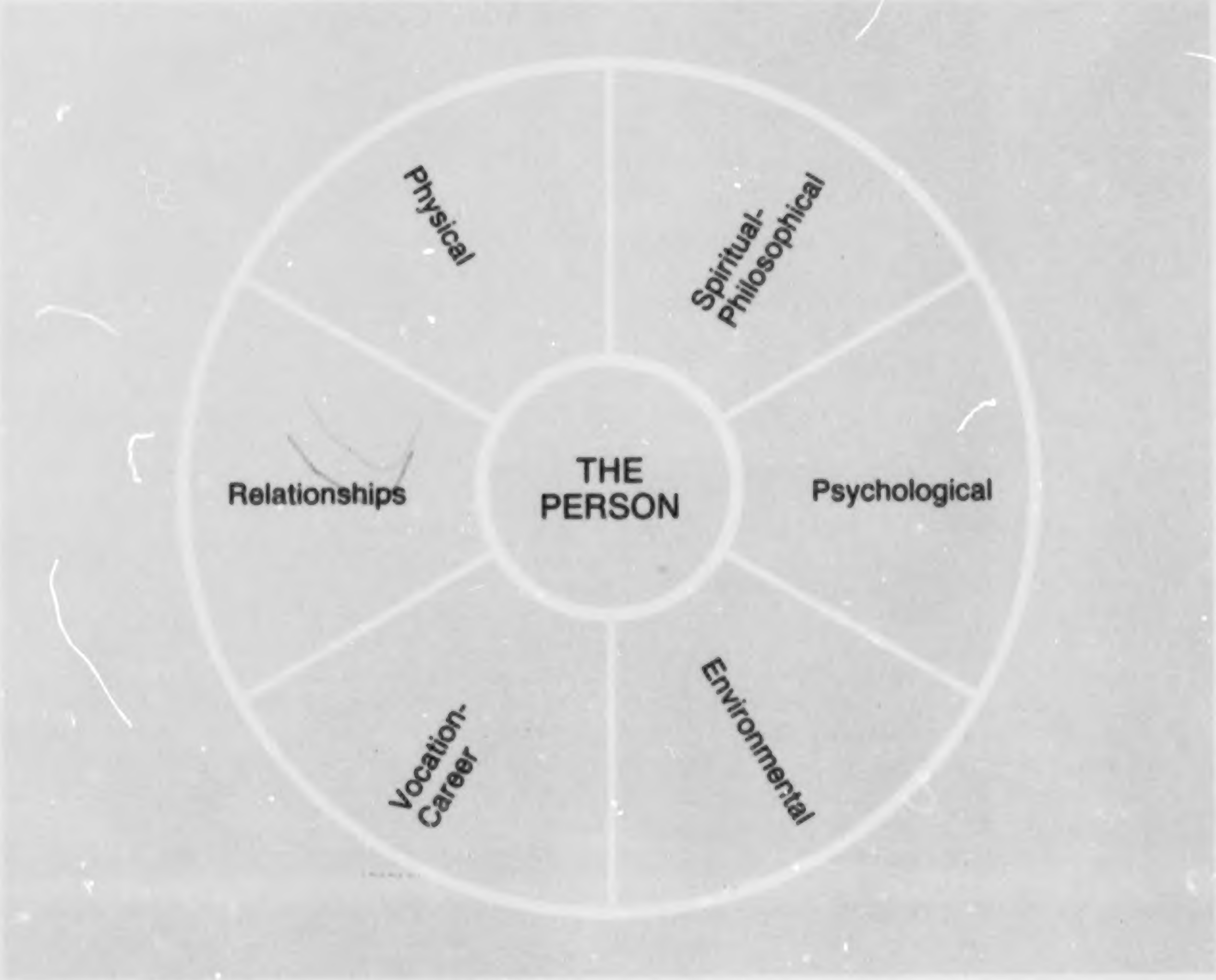
One response to the survey results was a school board allotment of $25,000 for SD[1], staff development in instructional improvement. These funds have helped the district bring in consultants on learning styles and teaching styles and on improving leadership and supervisory techniques. They have also paid for building-level and districtwide activities to help all teachers "examine what they teach, how they teach, and how they can improve and vary their instructional techniques."

In addition, SD[1] funds have helped pay for mini-grants, which have enabled teachers and principals to visit nearby districts to observe and report on ways to deal with discipline problems, and which have helped teachers improve instruction in writing and career education and in the use of computers.

Inservice education, as a result of board support, is now looked at more positively by teachers. The feeling is spreading among staff that "Yes, the administration cares."

The "wellness" concept: The second response

The Willette Wheel of Wellness



to the survey results was more unusual and widely acclaimed by many observers. SD^2, concerned with personal welfare, is the much-advertised "wellness" concept of the St. Louis Park district.

The idea of "wellness" for school employees had its origin with Brian Willette, a lecturer on the subject, who likes to illustrate the concept's components in the form of a wheel.

"Wellness" is based on the concept that personal health is a key to building positive employee morale, or, to put it another way, high morale is a by-product of good health. But good health is a composite, and it includes components that are physical, spiritual/philosophical, psychological, environmental, job-related, and interpersonal in nature.

With Hickey in charge of getting things moving, and Willette generating his "wellness" ideas, committees (with a mix of teachers, cooks, administrators, and clerks) went to work setting up programs to serve the all-round needs of all types of employees.

"Tremendous" is the word most frequently used by St. Louis Park school employees to describe the after-effects. In the words of one school official:

"During the first year, exercise bicycles were purchased for each school (one exercycle logged more than 400 miles in its first month), aerobic exercise classes were offered after school through the year free of charge, staff workshops were held in the areas of stress management, time management, retirement benefits, protecting yourself against personal assault, career changes, and estate planning. Cooks were recognized with their own special day, and plans began to provide a quiet environment in each school stocked with books and magazines related to physical, mental, and emotional health."

Evaluations, formal and structured, while less lyric in tone, show "high value and utility" of the SD^1 and SD^2 programs. For example:

- Participants found the staff and personal development programs to be worthwhile and helpful, both from the standpoint of personal growth and from the perspective of professional development.
- Participants found that inservice topics addressed real needs in a constructive and practical fashion. Resource persons were perceived as excellent; sessions were of an appropriate length and size; materials were clear and useful.
- The entire staff development effort has had positive effects on overall employee morale.

Not surprisingly, teachers also wanted changes and improvements, such as " . . . more variety in inservice topics . . . more building-level activities . . . more direct participation of teachers in developing sessions, topics, mini-grant ideas, and wellness activities . . . released time for teachers to attend sessions . . . schedules which will avoid after-school hours and which will be spread throughout the school year more evenly . . . ."

Tulsa, Okla.: Theory Z in Practice

Jestingly, Tulsa Supt. Larry L. Zenke says he didn't invent Theory Z and that it isn't named for him. But he is a strong believer in it and its principles, which he may call democratic group leadership, management team concept, consensus approach, participative management, participatory leadership, shared governance.

Beliefs turn into actions in Tulsa. Almost any day, throughout the school district, an observer will find evidence that leadership and its functions are shared and spread through middle management and, to some degree, among teachers. Among the payoffs are "involvement of many and trust among all." And while not easy to identify or measure, payoffs may also include enhanced teacher morale and teacher effectiveness.

Zenke sets and resets the stage almost weekly for participatory management. In memoranda to staff, in talks with his board, administrators, and teachers, in articles, and in letters to his colleagues in all parts of the country, the ebullient Zenke commits himself to the concept time and again. He listens and he reads; he borrows and he innovates; he preaches and he practices.

His ultimate aim is to so spread the concept and the practice of shared leadership that they may eventually reach all teachers at all times. Beginnings toward that goal have already been made in Tulsa. Following are descriptions of some of the ways district teachers and administrators cooperate, in the interest of faculty morale and effectiveness.

Planning: a pyramid of councils. A number of years ago when Tulsa was caught in a wrenching crisis threatening not only Zenke's tenure in Tulsa but also the foundation of the schooling effort, Zenke set up a pyramid of school planning

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councils that called for teacher participation. The councils helped save the day for all concerned. They proved useful in weathering the crisis that came partly because of declining enrollments and Zenke's first uncertain efforts to cope with emptying schools.

School closings are no longer the chief problem before these groups. Almost any planning problem facing a school building or the district is likely to be brought before them. The legacy of teacher participation remains strongly in evidence.

At the base of the pyramid is a school planning council in every building. Then come area planning councils, and at the apex, the district planning council. Two teachers, appointed by the Tulsa Classroom Teachers Association (TCTA), serve on each council, along with PTA officers (who are sometimes teachers), the principal, three parents, and at times a student. Three teachers (one elementary, one junior high, and one senior high) are selected by the TCTA to sit on each of the nine area planning councils. Finally, a number of teachers sit on the district planning council.

To advise principals — a chain of committees. Teacher advisory committees operate in each of the schools. These committees involve nearly every teacher, over a period of time, in major decision-making processes. Committee structure, representation, and method of operation may vary from building to building. Educational issues are the key concerns of these advisory committees, and any teacher may find himself serving on a group focused on curriculum, discipline, or another crucial element of school operation.

In every building, supplemental pay for extra duties must be divided according to the direction of the teacher advisory committee. (Another type of advisory role falls upon teachers in every building — that of guiding the spending of student activity funds; and, at times, advising the principal on the apportionment of district funds allocated to the school for supplies and operational expenses.)

Professional issues and topics. Every districtwide committee appointed by the superintendent must, by negotiated agreement, have at least two teachers on it. But such a requirement seems all but unnecessary, as professional problems challenge Tulsa teachers at all times, everywhere — whether in individual school buildings or for the district as a whole.

Some examples:

- When Zenke, in August 1981, gave district administrators the charge of improving school effectiveness in each building, principals were required to involve staffs and planning councils in identifying and carrying through activities that would best advance five main objectives. The objectives are those seeking to promote effective schools, as set forth by Ronald Edmonds and his colleagues. Zenke asked his management teams and teachers to zero in on five, covering emphasis on learning, orderly climate, high expectations, rigorous assessment of student progress, and exercise of vigorous leadership by principals and others.

  The manner in which the objectives were accomplished was left to each school, as individual schools had varying needs. The activity plans and the evaluation forms required names of staff members involved in the processes. District publications carried news of the districtwide, five-year school effectiveness plan, including the fact that staff was to be involved in all phases of the project. Two-way communication between central office personnel, teachers, and building administrators on both formal and informal levels guaranteed that staff was thoroughly involved in the process.

- By state law, staff development activities and the expenditure of staff development funds are directed by a staff development committee (with final approval by the superintendent). Made up primarily of teachers, but also some administrators, these committees pyramid from building/unit to district-level.

- Textbook selection is made by a committee composed primarily of teachers, with some administrators and at least one community member involved.

- The district has a prestigious curriculum council, made up of teachers, instructional assistants, administrators, and community members. It reviews proposed curriculum additions and changes and evaluations of ongoing programs before approval is assigned by the associate superintendent for instruction.

Trust and credibility. As a result of the activities cited above, Tulsa officials happily report that "the current stage of trust and credibility among teachers and administrators is high." Developing this point, Frances Powell, assistant to the superintendent for communications, says: "The president and vice-president of the teachers association were included in two administrative retreats scheduled last year to study crucial issues facing the district. This was a first for Tulsa and probably would not have been accepted by the teachers before we reached the current stage of trust and credibility, nor would it have been accepted by many administrators in past years. Topics addressed at the first retreat were shared decision making and using the team approach to improve school effectiveness.

"At the second retreat we went through a series of brainstorming sessions from which emerged our 'Northside Plan.' This plan concentrates on 13 predominantly minority schools on the north side, where test scores are lowest in the district. The plan, approaching improved quality of instruction and improved student achievement from many different angles, is in full force this year. It's seen by both teachers and community as presenting hope for improving those schools. In fact, test scores showed definite gains in the four pilot schools where many of the changes were made early. The plan focuses on what teachers, students, building administrators, and parents said would bring about improvement — not necessarily what office administrators thought would work."

In a summary of the participative process going on in Tulsa, Powell says:

"Teachers make up the majority of any committee appointed at any time significant changes are considered in districtwide fringe benefits. I can't think of a single issue or area where we have not involved teachers in examining the alternatives and recommending solutions.

"Polarity is becoming less emphasized, and we are merging into a cooperative attitude of working together to meet challenges common to both administrators and teachers.

"A popular bit of philosophy on many tongues is this: 'We can spend our energy fighting each other, or we can spend our energy working together to make this the best possible school district in the nation.'"

What else is Tulsa doing for teacher morale? Consider these:

1. Professional assistance: Tulsa has instituted a remediation plan for tenured teachers (and others) whose performance is so low that they are in danger of losing their jobs.

Traditionally, the person whose on-the-job performance in Tulsa was judged to be unsatisfactory was given notice that unless there was significant improvement, demotion or non-renewal of contract would follow. And since the evaluator was usually limited in the amount of help he was able to give, a recommendation for demotion or separation usually followed.

Remediation provides a safety net for teachers struggling to improve their work. Under a plan launched in 1981, teams of professionals diagnose the staff member's deficiencies and suggest activities to overcome them.

Tulsa administrators are quick to point out that remediation "is not a program to evaluate or condemn; it is a program to help." The plan has the support of teachers and especially of parents. The reason? Through remediation, the students benefit no matter what the principal ultimately decides to do with a substandard teacher. The youngsters either get a better teacher through remediation or by getting another teacher in the classroom.

The remediation plan works like this: When the employee's performance is deemed inadequate, the supervisor will announce the intention to refer him or her for remediation.

A form, "Notice of Referral for Remediation," is completed and starts the ball rolling. A team is formed with a resource person, the evaluator, a colleague, and a representative of the professional association (if the employee requests one).

At the first meeting, the evaluatee declares whether he or she will participate.

Meeting at least once every two weeks during a period of not more than 60 days, the team starts with fact finding, using personnel records, evaluation reports, testimony, observation, and interviews with the evaluatee to diagnose the problem.

Team members then recommend procedures and write their report.

2. A newsletter for morale: Better staff morale is the sole purpose of *Teaming Up,* a monthly newsletter published by the district. More specifically, "the purpose of the newsletter is to give staff members recognition by making their successes known throughout the district; to communicate important policy and administrative decisions and the events leading up to them; and to share promising instructional practices."

Teaming Up, according to Zenke, "also improves levels of trust," an important ingredient for morale. And he likes to add that "like charity, communications should begin at home," that is, for internal purposes among the 5,000 Tulsa school district employees.

The publication prints stories and photographs of teachers who have gained achievement, such as being named home economics teacher of the year . . . having published an article in *The Reading Teacher* . . . gaining fame as a wilderness area explorer . . . receiving recognition from U.S. Jaycees as one of the "outstanding young men of America" . . . and being assigned an important role at a national teachers convention.

In addition to focusing on individual achievements of teachers, *Teaming Up* offers ample dosages of information about the school district. Some examples: how to take advantage of the district dental health insurance; how to obtain the volunteer services of artists, writers, and actors for classroom enrichment; where to get information about early retirement; and how to keep physically fit by using the facilities and services provided by the district.

3. Awards for morale: At every regular board of education meeting, Tulsa board members witness the presentation of a certificate of merit to a member of the staff. The plan has been worked out by central office administrators with the help of employee organizations, especially the Tulsa Classroom Teachers Association.

Conditions for receiving a certificate of merit are tight, "so that it would be truly an honor for a teacher or other educator in the school system to get one; and so that the board would not consider the program either time-consuming or burdensome," according to Tulsa officials.

The following guidelines govern the awards:

1. For consistent evidence of superior teaching/coaching as reflected in achievement levels of students/teams over a protracted period of time.
2. For an innovative or unusual educational advance or approach which reflects positively on the quality of education within the Tulsa Public Schools.
3. For the development of a course or plan of study which meets a critical educational need.
4. For educational research which either leads to curriculum improvement or helps in the development of a better understanding of educational processes within the Tusla Public Schools.
5. For outstanding educational achievement and/or service recognized by agencies or institutions outside the Tulsa Public Schools.

Seattle, Wash.: Three Principles Enhance Morale

"Teacher morale in Seattle is improving, definitely on the rise," said Supt. Donald Steele.

If teacher morale in Seattle is now approaching the stage of "good" to "excellent," this means that around 1980 the climate was on the dark side — things had to be turned around. This change can be conveniently dated from the arrival of Steele (from Toledo) as the district's new superintendent.

Even as the new superintendent began to exert his leadership, a large number of teacher layoffs became necessary in the spring of 1982, with a consequent drop in teacher morale. The layoffs were one manifestation of a time of trouble for the Seattle schools — compounded by declining enrollments, declining school dollars, and desegregation, to name but three of the severe problems confronting the district.

Underlying these economic and organizational conditions was the human condition — of teachers trying to perform their professional function. Teachers felt that the district lacked clear definitions for teacher performance; that good performance was often not recognized and seldom rewarded; that teachers and their ideas were not being valued; that the administration was not responsive to teacher needs and concerns.

To confront these challenges, Steele and his administrative team evolved a set of concepts on which to base administrative actions. Steele discussed these principles in an interview for this report:

> *Here in Seattle, we're committed to three undergirding principles which we believe continually strengthen and enhance teacher morale.*
>
> *First, we're strongly into the research about what works in education. We study this research. We share it with teachers and principals, and they share it with each other. This has led us to intensive study of what is an effective school and how effective schools can help not only teacher morale but also to help us achieve district goals.*
>
> *We spent a lot of time this past year on developing policies for effective schools, based on a combination of what the research*

says and the attitudes of the community and the staff. A lot of people were given opportunities to share their views on what makes a school effective, as seen both by the researcher and the practitioner.

One thing the research says is that the teacher is not *the single variable that makes the difference between an effective school and an ineffective one. School effectiveness has a good deal to do with the general climate. One can almost state a couple of conclusions here, when one looks at the several aspects of the research on school effectiveness. One is that a teacher can become effective only as he or she works in a total environment of school effectiveness. And the other is that a poor teacher will quickly become visible in an effective school — the rest of the staff will quickly identify him or her.*

These are the kinds of things we discovered in the research, and we apply those findings that work in education.

The second undergirding principle, certainly also endorsed by research, is the school-based planning approach. Research tells us that real change takes place at the individual school level. And I want to stress that school-based planning is at the core of dealing with teacher morale. The teacher who participates in planning is more likely to support what subsequently takes place than the teacher who does not.

School-based planning can be counted on to have a good effect on the morale of teachers — and principals, too, of course. It gives them responsible autonomy. It gives them a clearer definition of goals, programs, priorities.

It is out of school-based planning that the total district, too, develops its priorities. In every school district there are many ideas floating about as to what some people think the district needs and should do. But school-based planning gives us clear answers. If enough schools, after going through the planning process, think that we need, let's say, staff development or more supervision, that's different — that is the way for the district to get its priority list.

And here is where our first undergirding principle — our commitment to research — comes into play again. Planning doesn't mean sitting around and sharing your ignorance and coming up with a "plan." It's got to be tied to research. If, for example, you think you should move toward team teaching, you'd better ask, "What does research say about team teaching?" If team teaching offers what you think might be a solution, you ought to know that in many cases team teaching doesn't work unless certain conditions prevail. What are those conditions? A review of research findings should provide some answers.

Our third undergirding principle is a budgeting system in which teachers end up having some say in what the priorities of their schools should be, and eventually in helping decide priorities for the entire district.

We have essentially a zero-based budgeting process that says we're going to spend our dollars where our greatest priorities exist. If teachers feel the need for improving, let's say, discipline, and the administration agrees, then you've got to spend money on the improvement of discipline — which may mean allocating funds for inservice education, for consultants, for seminars on new discipline control techniques. Or, if we want the staff to grow and improve, we can't expect our teachers to go to the university. Most of our teachers are 45 years old, and many now have their master's degree. So they don't have the incentive of attending college courses to get that degree.

What do we do? We have to offer inservice training in the district. If you offer it in the district, you have to pay for it.

Here again, we have a tie-in to one of the undergirding principles, the one concerned with school-based planning. As an administration, we don't have much to stand on if we come before the board or the community and say, "We want or need money for inservice education." The board or the community will come back with the question, "Why?" Here in Seattle, our answer would be, "Because the administration agrees. And because this priority, developed through school-based planning, is of value, it will require budgetary allocation to work it out."

So this is how our three undergirding principles mesh together, working toward improved teacher morale and, consequently, toward teacher and school effectiveness.

Seattle Defines an Effective School

As Steele's discussion illustrates, Seattle looks to the effective school as one measure for bolstering and maintaining teacher morale. Why? Because it is the achievement of the total school that gives the individual teacher a feeling of accomplishment, and hence of pride and satisfaction. But what is an effective school?

The Seattle school administration believes that it is a school where *all* students: (1) master the basic skills of reading, writing, and arithmetic; (2) seek maximum levels of achievement in all subjects; and (3) demonstrate their achievement through systematic testing.

What are the characteristics of an effective school in Seattle? All of the following characteristics must be present for school effectiveness, Seattle administrators believe:

1. **Clear goals.** Effective schools are clear about their goals. All staff, students, and members of the community can express the goals; moreover, major efforts in terms of time and money are devoted to the accomplishment of the goals.

2. **Strong leadership.** The principal is the instructional leader, dedicated to the goals of the school and able to rally and mobilize all resources to accomplish the goals.

3. **Dedicated staff.** The staff works as a team at a high professional level to meet the needs of its particular student body. All staff understand and accept the school goals, philosophy, rules, and procedures.

4. **High expectations.** The Seattle community has high expectations for the schools. The district, in turn, has high expectations for all staff. The school must demonstrate high expectations for each individual student; students must have high expectations for themselves. When expectations are high, better performance results. When expectations are low, lesser performance results.

5. **Frequent monitoring of student progress.** The effective school is constantly aware of student progress in relationship to instructional objectives. Test results are *used* in an effective school in giving students feedback on their performance, informing parents of their youngster's progress and needs, individualizing remediation, improving curriculum, and improving teaching methods.

6. **Early identification.** In the effective Seattle school, a concerted effort is made to identify learning difficulties as early as possible and to provide remedial assistance.

7. **Positive learning climate.** "Effective schools have an atmosphere that is orderly without being rigid, quiet without being oppressive, and generally conducive to the instructional mission." The climate is warm and responsive.

8. **Time on task.** The more time spent on instruction, the greater the learning. The more time spent on basics, the greater the mastery of these fundamental skills. The more time the principal spends on improvement of instruction, the more improvement will result. The more time the board and central administration devote to improvement of instruction, the greater improvement. The more time parents/community devote to the instructional mission, the better the school will be. Time on task for Seattle (limited to student/teacher time in the research) is expanded to mean time on task for everyone involved.

9. **Curriculum continuity.** In the effective Seattle school, the district-prescribed curriculum is followed in order to provide consistency and continuity in instruction. The principal knows the requirements and monitors the use of the curriculum. The same basic subject matter is taught in each school in the same grade.

10. **Multicultural education.** The effective Seattle school integrates into the regular curriculum significant content on all the cultures represented in this diverse city. Throughout the school, in every classroom or activity, the district's multiple cultures are recognized. Every student, parent, and staff member, as a result, feel recognized, appreciated, and respected. Every culture enriches the learning environment for all students.

11. **Communication.** An effective school keeps staff, students, the community, and the district aware and informed of school affairs. Teachers interact directly with parents and students. The principal is open and receptive to concerns of students, teachers, and community.

12. **Parent/community involvement.** Volunteers are welcomed, encouraged, and used productively. Resources of the general community are utilized to further the partnership between community and school. School planning involves staff with community in collaborative relationships.

An Emphasis on Planning

Enter any Seattle school, and you'll find evidence that planning is a concern of principals, teachers, students, and often their parents.

Seattle is in the midst of a three-year activity to develop plans, building by building, for the improvement of school effectiveness and, consequently, for the undergirding of morale. A Ford Foundation grant, $150,000 to the school district (and an additional Ford grant of $110,000 to a local citizens education group to be used for support of this activity), got the school-based planning project into high gear.

Steele offered three areas of concentration for school-based planning:

- **Academic achievement.** The superintendent challenged each school building to develop plans for improved academic achievement and student test scores. He asked that each principal and faculty establish a method for evaluating their own effectiveness in responding to the needs of individual students.
- **School climate/discipline.** He asked that each school develop a plan for improved discipline. He stressed that each school should achieve an environment of security and appreciation both for self and others.
- **Two-way communication.** He asked that each school have plans which will assure that students, parents, and the community are made aware of student progress and the school's instructional program, policies, and practices. Additionally, Steele urged that each school develop procedures for active involvement of citizens, staff, and students in putting together school-based plans.

Such, then, were the broad objectives. How to go about working toward them? Here is where the fine art of planning comes in. To get teachers, administrators, and others involved, Seattle developed a nuts-and-bolts document, titled "School-Based Planning Manual." In two parts, the first section is a step-by-step planning guide; the second section is what Steele calls a "treasure-trove" of reference material on how the district operates and where to get additional information that might be needed in planning.

Planning steps outlined. Planning is a difficult process even to the knowledgeable; therefore, the first section of the manual offers a step-by-step procedure for getting started, for keeping going, and for bringing planning to a successful conclusion. Here, in the main, are the school-based planning steps as used in Seattle:

Step 1: Organize for planning. Who should serve on the school planning committee? How should staff and citizens be involved in the process?

> ***"School-based planning is at the core of dealing with teacher morale."***
>
> **— Donald Steele**
> **Superintendent**
> **Seattle, Wash.**

Step 2: Perform a needs assessment. How well are students performing? What are staff, student, and citizen perceptions of student performance, school program, school climate, discipline, and two-way communication? What is desired in each of the planning areas? What is the difference between existing conditions and what is desired? Why does this difference exist?

Step 3: Set the objectives. What should be accomplished in the future? How will a school know when an objective has been achieved?

Step 4: Develop alternative strategies. How can the problems be solved and needs met?

Step 5: Select the planning strategies from the alternatives. What alternatives are most feasible?

Step 6: Review the plan with the school community. Does the school community feel that the plan adequately identifies the problems? What is the community's opinion on the proposed solutions to the problems?

Step 7: Prepare for implementation. What has to happen to implement the plan? How will the activities be completed on schedule? Who has responsibility for implementation?

Step 8: Review conditions with citizens and staff. What changes have occurred since the plan was developed?

Step 9: Make necessary modifications to the plan. Which objectives or strategies should be changed so the plan fits changing conditions and needs?

Step 10: Check periodically to see if objectives are being met. Is the plan working?

Step 11: Revise activities as appropriate. What changes should be made as the plan is implemented?

Step 12: Evaluate the outcomes. Were the objectives met? How effective was the planning process? How effective were the strategies and activities?

Lake Forest, Ill.: Evaluation/Follow-Up Emphasized

"Excellent" is the rating Lake Forest, Ill., school officials give to the state of teacher morale in their schools. Why?

In an interview for this report, Supt. Allen J. Klingenberg made clear that he is committed to operating the district in accordance with a management system that he has described in articles in the *Illinois School Board Journal* and most thoroughly in a book, *Effective Schools Through Effective Management* (Illinois Association of School Boards, Springfield; 1978).

"Unionization" and "structured salary schedules" are the two chief obstacles to teacher effectiveness and morale, Klingenberg believes. His district gets along without them. But performance-based pay is a well established district policy, and adequate pay increases are a well established district practice. Among the other factors that contribute directly to teacher satisfaction, according to the superintendent, are "staff involvement, fair treatment of teachers by administrators, and personal contacts with staff by top administrative personnel.

"Our teachers are thoroughly and deeply involved in needs assessment, in planning how to solve the needs the surveys uncover, and in setting goals for themselves and for the school system," Klingenberg says. Sketched below are some major Lake Forest practices for the promotion of teacher morale:

Evaluation is important: Teachers in Lake Forest seldom have to wonder how they are doing, what is expected of them, how they can improve. Continual streams of information provide them with clues and answers. The information comes from kindergarten children and from the public; from students in all grades; and from supervisors, principals, and department heads.

Evaluation is carried on under board policy and administrative regulations revised about every two to three years. In a policy statement, the board and administration set forth their belief that evaluation of teachers should achieve "a sensible balance of flexibility and consistency." That sends the message to middle management that while they are to do the very best job of evaluation, they must also take into consideration uniqueness of individual teacher needs and buildings.

The district requires that evaluation include (1) formal observations, (2) informal observations, and (3) conferences and interviews. From these procedures, and using a variety of instruments, teachers are evaluated first as to classroom teaching (60 percent of the weight falls here), on overall professional performance (20 percent), and on the attainment of goals agreed upon by teacher and principal (20 percent).

One of the procedures that helps teacher morale, according to Lake Forest administrators, is that "all components of the evaluation system are brought together, analyzed, and shared with the teacher in conference." Further, the teacher is provided the opportunity to have entered into his or her file any remarks and information that clarify statements in the evaluation. And probably most important, the evaluation procedures and results are used positively — for further planning, for establishment of new goals, and for the reconstruction of teacher performance when necessary.

The procedures and instruments used in teacher evaluation in Lake Forest make up a useful package for administrators in districts of similar size (1,470 students, 112 teachers, 5 elementary schools). See the boxes for examples of Lake Forest's efforts to obtain a "teacher image" from [illegible] kindergartners and other primary grade students and (2) parents.

The little things and the big things: Through periodic needs assessments, Lake Forest administrators continually probe into what concerns teachers, what adds to their frustrations, what needs to be done to give them help. Thus, needs assessment tells district officials that teachers, at times, need such things as . . . a better-grade masking tape . . . a new rug for the first-grade room . . . additional paper cutters for fifth- and sixth-grades . . . more plugs for the media center carrels . . . a petty cash fund for art department supplies . . . an all-school social.

Then, too, the needs assessment may reveal such problems as . . . the need to re-examine the vocabulary workbooks for eighth grade . . . determination whether homeroom teachers should provide homebound instruction for their students . . . extent of teacher involvement in developing music programs . . . re-examination of the length of the school day . . . replacement of encyclopedias for junior high school science rooms.

The follow-up to needs assessment is thorough and attentive. The administration determines the priority each item is to be given, its cost, and the action to be taken. See the box entitled "Needs

Parents Evaluate Teachers and Their Practices

Below is one part of a parent opinion questionnaire used by the Lake Forest (Ill.) School District. Responses, including all other types assembled in the teacher evaluation process, are summarized for analysis by teacher and administrators.

Parents are asked to complete the questionnaire below for each building in which they have a child enrolled. If they have more than one child in a school building, parents are asked to base their answers on a combination of their experiences in the one school.

	Agree Strongly	**Agree**	**Disagree**	**Disagree Strongly**
1. My child likes school this year.	______	______	______	______
2. In this school, my child has well qualified and effective teachers.	______	______	______	______
3. In this school, my child is learning at a satisfactory rate skills in the basic areas of:				
Mathematics	______	______	______	______
Science	______	______	______	______
Social Studies	______	______	______	______
Language Arts	______	______	______	______
Music	______	______	______	______
Art	______	______	______	______
Physical Education	______	______	______	______
4. In this school, class sizes have insured sufficient individual attention for my child.	______	______	______	______
5. I am satisfied with the amount of homework my child has at this school.	______	______	______	______
6. In this school, my child's teachers seem sincerely concerned about how well he or she is doing.	______	______	______	______
7. In this school, parent-teacher conferences have provided me with helpful information about my child's progress.	______	______	______	______
8. The student discipline standards in this school are acceptable.	______	______	______	______
9. The report card used is helpful in communicating my child's progress.	______	______	______	______
10. The new study skills program assists my child in learning how to study, plan, and organize his work.	______	______	______	______
11. Existing classroom exposure to family life and health education information meets my child's needs.	______	______	______	______
12. Additional student services, i.e., speech therapy, learning disabilities, and psychological counseling, are meeting my child's needs.	______	______	______	______

Assessment Report — 1982-83," for a summary of the treatment given to random items identified on a recent needs survey.

Teacher seminars: Seminars for new teachers, held throughout their first year, are one of the means used in Lake Forest to ensure the effectiveness of newcomers to the system. This approach, moreover, helps maintain the morale of the new staff members.

Don Dristle, an administrator in the office of pupil personnel services, is responsible for the seminars. He schedules one full-day seminar a month, from August through February, mobilizing as presenters principals, supervisors, and veteran teachers from the school system.

Dristle leads off the August seminar with: "Good morning; my name is Don Dristle, and one of my jobs is to observe and assist new teachers for the first few years they're here." He then takes up the No. 1 problem for all new teachers, control and classroom discipline, and stresses such concepts as:

- Most behavioral problems develop during the first few minutes of contact between teacher and student, even before the class actually begins.
- Getting your students started on the first task of the period may prove to be the greatest challenge for the new teacher.
- You can expect continuing problems unless you start off by establishing a classroom routine that's understood and accepted by the kids and by yourself from the minute they first enter the classroom door.

During a typical year, Dristle sets up seminars that deal with "high anxieties of teachers" (September); "how to conduct a parent-teacher conference" (October); "understanding how your classroom is evaluated" (November); "problems of teacher-student relations" (December); "achievement and ability testing" (January); and discussion of a mix of problems identified by new teachers (February).

Needs Assessment Report — 1982-83

Need	Area	Proposed Action	Estimated Cost	Priority High 1	2	3	Low 4
A lab cart for the science department so that materials can be moved back and forth from lab to classrooms.	Sci.	Under study 1982-83 budget	$ 125	X			
The old spotlights in the auditorium should be reconditioned.	Aud.	Under study 1982-83 budget	$ 250		X		
Teachers are concerned about the current 8th grade vocabulary workbook. They want to obtain the 8th grade sequence to the 7th grade book now in use.	Eng.	Under study 1982-83 budget	$ 300		X		
Purchase a portable "Apollo planetarium" for district use.	Sci.	Under study 1982-83 budget	$7,000			X	

Note: These items represent a random sampling taken from approximately 200 items identified in a needs assessment for the Lake Forest, Ill., schools.

Kindergartners Evaluate Teachers in Lake Forest

The scene: A kindergarten or first-grade classroom. A staff member (not the teacher of the class) says to the children:

This is not a test. We want to know how you feel about your teacher. Think about the things your teacher has done during the school year when you answer. No one from your school will see your answer. Do not put your name on this paper . . .

Listen carefully and follow my directions.

If your teacher did something that you like, you would probably wear a big smile like this (show smiling face).

But if your teacher did something that you did not like, you would probably wear a sad face like this (show sad face).

Now look at this face (show neutral face). This face is how you might look when you are in-between liking or not liking something your teacher does.

I am going to read to you some things about your teacher.

If you agree with what I read and think that your teacher does this, fill in the nose on the smiling face. If you do not agree with what I read and do not think that your teacher does this, fill in the nose on the sad face. If you are in-between and not sure of how you feel, fill in the nose on the middle face.

Kindergarten and First-Grade Questionnaire

	Dislike or Not Agree	**Neutral or In-Between**	**Like or Agree**
SAMPLE A. My teacher is nice to me.	☹	😐	☺
QUESTIONS 1. My teacher is fair.	☹	😐	☺
2. My teacher is friendly.	☹	😐	☺
3. My teacher makes school seem fun.	☹	😐	☺
4. My teacher likes being a teacher.	☹	😐	☺
5. My teacher lets students tell about things in class.	☹	😐	☺
6. My teacher dresses and looks nice.	☹	😐	☺
7. My teacher *never* gets mad at me.	☹	😐	☺
8. My teacher listens to me when I want to tell her/him something.	☹	😐	☺
9. My teacher likes me.	☹	😐	☺
10. I like my teacher.	☹	😐	☺
11. I think my teacher is a good teacher.	☹	😐	☺
12. I learn new things from my teacher.	☹	😐	☺

Chapter VI

Sketches of Excellence

How would you characterize morale in your school district at the present time?

[✓ Excellent] ____ Good ____ Poor

The question above comes from the survey of administrators conducted for this report.

A number of superintendents responded that teacher morale in their districts was "excellent." The following sketches are drawn from those responses:

Sketch #1: Avondale, Ariz.

Basic Statistics:
1,400 students
78 teachers
2 schools

Morale is excellent in Avondale because of a combination of factors, says Supt. Harold W. Porter.

"First, I credit the state of high morale to an excellent evaluation program in which teachers and administrators believe. Second, I credit the state of affairs to the strong leadership and involvement of principals. Third is the factor of a stable and responsive board of education."

In addition to these basic supports of high morale is the Agua Fria Foundation, a private group which provides "Teacher of the Year" awards for faculty members of the Agua Fria Union High School. The foundation receives $4,000 to $5,000 a year, which is then allocated in $1,000 awards to teachers selected for outstanding service. One of the purposes of the awards is to keep teachers in the system; one of the stipulations of the awards, therefore, is that teachers must remain at the school for the following year.

Sketch #2: Long Beach, Calif.

Basic Statistics:
60,000 students
2,500 teachers
77 schools

One set of factors that helps teachers feel good about their school district and brings their morale up to the point of excellence includes the physical and the visible: well maintained school buildings, adequate supplies and equipment, and clean, attractive working surroundings.

Another factor in morale maintenance, adds Supt. Francis Laufenberg, is "excellent financial management." It not only has brought very good salaries (the first or second best in California) but also it reflects a stability of the district, of the board of education, and of the administration. Stability is an important indicator of a healthy organization.

Laufenberg reports that among actions that have helped teacher morale in the Long Beach Unified School District is "constant communication via meetings with staff and employee representatives." And it is a requisite for all administrators "to respond to all teacher gripes and complaints, no matter how petty."

Further bolstering morale in this large district has been the start of a new staff development council and a staff development academy. These programs are geared to respond continually to the actual needs of staff, as expressed by teacher advisory committees, Laufenberg says.

Sketch #3:
Pinellas County (Largo), Fla.

Basic Statistics:
88,000 students
5,200 teachers
107 schools

Morale is excellent in the Pinellas County Schools, reports Eric A. Whitted, area superintendent, because of "a caring, but firm and considerate administration and good union-management relations."

But top credit for excellence in morale, Whitted adds, must go to "participatory management practices." Through participatory management the district has developed goals all can accept — the district is thoroughly goal-oriented — and is conducting a well developed inservice education program. "We set high expectations for teachers," Whitted says. "The payoff, among others, is high achievement by students — and this, too, helps raise and maintain teacher morale."

Sketch #4:
Dayton, Idaho

Basic Statistics:
511 students
31 teachers
3 schools

Morale is excellent in Dayton because the small size affords "close relationships between staff and administration, staff and staff, and staff and students," says Supt. Harris G. Allen. Because of close relationships, both trust and confidence are generated throughout the district.

In addition, the administration provides strong support for teachers with problems of student management, with instructional techniques, and with supplies and equipment.

"Our most effective tool in the overall area of morale, motivation, and effectiveness," Allen says, "is careful evaluation of teachers in initial interviews. We select staff from institutions that we know provide excellent pre-service training. And once teachers are hired, we immediately involve them, along with the rest of the staff, in inservice sessions each fall."

Sketch #5:
Forest Park, Ill.

Basic Statistics:
876 students
69 teachers
4 schools

"Collective gaining" is more than a twist on "collective bargaining." In this district, teachers and administrators see gaining as a path toward high staff morale. "It is a vital component of our efforts to avoid power struggles between staff and administration," says Supt. Arthur E. Jones. "Gaining is a method and an approach toward developing mutual respect in a constructive atmosphere."

Forest Park officials call gaining a problem-solving process. It is carried on through a committee of five teachers, the superintendent, a building administrator, and two school board members. Each committee member presents the attitudes of the group he or she represents. One of the guidelines is for members not to take intransigent positions that make compromise impossible. The thrust is toward collaborative resolution of problems and cooperative decision making.

Jones reports that Forest Park has used gaining successfully to discuss and resolve issues having to do with teacher evaluation, personnel policies, grievance procedures, student progress reporting, and the school calendar.

"Can the process of gaining be applied in larger school districts?"

"Yes, of course," Jones says.

Sketch #6:
Orange City, Iowa

Basic Statistics:
770 students
47 teachers
2 schools

Excellence in morale is a fact of life in the Orange City schools, says Supt. Rod Wilbeck, because of "honest, straightforward communication between the board, administration, and teachers.

"Our operations are so organized," Wilbeck adds, "that teachers know what is expected of them, what to do to meet those expectations, and who is responsible for what. . . . We use a goal-setting technique through which goals are set by the teacher and the immediate supervisor. Each teacher sets goals for personal improvement as well as for advancing school building and district goals. These are monitored throughout the year."

Two other practices help in maintaining teacher morale: (1) the superintendent meets with small groups of teachers, 5 to 8 in number, to go over informally topics and issues of current interest; and (2) the administration makes available to teachers summaries of research studies which point to high quality instructional programs and techniques.

Sketch #7:
Gaylord, Mich.

Basic Statistics:
2,610 students
118 teachers
5 schools

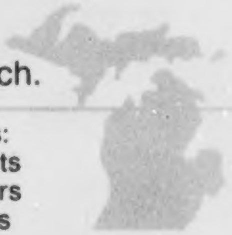
Morale spurted to excellence in Gaylord, says Supt. Tom Gill, when the community showed its support of education by passing a $6.3 million bond issue and a one-mill operational increase.

"It also helps morale," Gill says, "when negotiations aren't long drawn-out. We settled ours recently in one week. . . . But of great importance to us has been the involvement of teachers not only in the millage and bond campaigns but also in planning new construction and curriculum changes, to take but two examples.

"I'm convinced that our morale is at top level in part also because we keep the staff informed of potential problems, and we share with them good news and the credit which comes to the schools from the community.

"Another thing: We, in the administration, listen. Principals sit down with teachers to listen to them. We listen to all types of teacher concerns. To all of this we add constant encouragement for teachers and an active, caring management. After all, one of the chief obstacles to teacher morale and effectiveness is lazy management that tells staff (by their action) that less than 100 percent is okay. . . ."

Sketch #8:
Midland, Mich.



Basic Statistics:
9,800 students
537 teachers
22 schools

High on the list of reasons for morale excellence in this district is the fact that teachers have an opportunity to teach without interference from political pressure.

"We also see to it," Supt. George H. Owen says, "that the work requirements for teachers are reasonable." Through the collective bargaining process and without confrontation, he adds, the district works annually toward adequate salary levels.

The staff appreciates that opportunities for advancement are extended first to the people in the district, according to the superintendent. "And selections for promotion are based only on capability, credentials, and dedication."

Sketch #9:
Jasper, Minn.

Basic Statistics:
330 students
24 teachers
2 schools

A high regard for teacher opinions may be the No. 1 reason for the excellent teacher morale in this district. It starts with the board, which seeks out and gives consideration to teacher opinions. The administration has a similar high regard for teacher views, and it consults with staff in making many curriculum and policy decisions.

In addition, there are these steps and actions, according to Supt. Thomas J. Prunty: "Our teachers help us develop inservice programs which move on schedule, but are not forced along. Teachers have much to offer to our inservice. . . . We think teachers work with enthusiasm when we allow them leeway in doing what they want to do in the classrooms. . . . Recognition and communication are of great value in maintaining morale. We recognize teacher *ineffectiveness* and identify it to the teacher. And in all instances, our administrators respond to teacher needs — honestly, directly, and discreetly — but we respond."

Sketch #10:
Grand Forks, N. Dak.

Basic Statistics:
8,500 students
500 teachers
18 schools

In Grand Forks, morale is excellent, not surprisingly, because of an 18 percent salary increase in 1981-82. But that is not the sole reason, says Supt. Mark Sanford.

Other reasons:

"We have developed an atmosphere in which we have few discipline problems, largely because principals oversee firm discipline rules and offer teachers support in all discipline cases. . . . We involve teachers in planning inservice education, a program which makes itself felt through the teacher center, opportunities for professional travel, and the provision of research findings to help teachers improve their instruction. . . .

"It helps morale the year round when we minimize strife and confrontation at the negotiating table. The administration shows its respect and appreciation for teachers during negotiations, as it does on a day-to-day basis at all times."

Sketch #11:
Ferndale, Wash.

Basic Statistics:
3,642 students
190 teachers
8 schools

Some unorthodox actions taken by Supt. Dennis L. Peterson have resulted in excellent morale in the Ferndale schools. He says:

"Five years ago I was willing to take a strike, because the union leaders felt such an action was necessary. Subsequently, the union leadership has helped me build bridges of understanding to the staff. . . . I do everything I can to help teachers participate in the leading edge of curriculum development. During the past few years, our staff has been excited and involved in computer literacy training and implementation of computer instruction programs; and staff has also worked on a drug and alcohol abuse prevention program for curricular implementation. . . . There's also the personal touch from the superintendent that's important. I interview each new teacher so they know I have something to do with their being added to our district team. And on the day before school begins I invite all new teachers to my home for brunch. . . ."

Sketch #12:
Rawlins, Wyo.

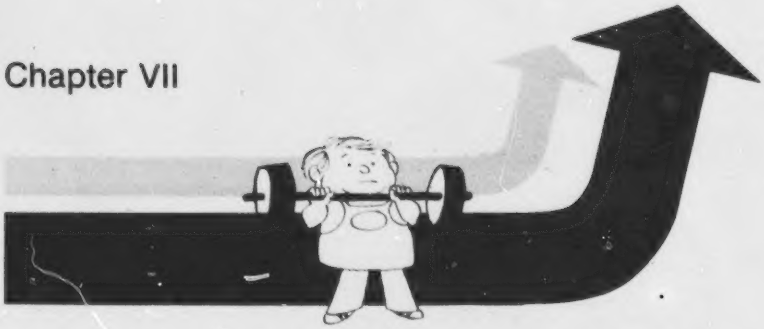
Basic Statistics:
2,814 students
214 teachers
9 schools

"Involvement and personalism" are two words to describe what accounts for excellent morale in this district. An administrator explains:

"Our staff is intensely involved in curriculum development. Teachers and others are genuinely excited about improving instruction and classroom effectiveness. This is curriculum development with the grass roots approach. Many phases of participatory management come in here, which means the involvement of teachers in several aspects affecting governance of the district.

"As for personalism, the chief ingredient is listening to teacher concerns and demonstrating support for members of the staff. Note, however, that these conditions exist over and above our district's high salaries, adequate teaching materials, and good working conditions. Settling negotiations presents little problem in such an atmosphere."

Chapter VII



Your District: How Healthy?

Teachers who have enthusiasm, loyalty, and drive are attracted to and thrive in only a healthy organization: one that is itself characterized by enthusiasm, loyalty to staff, and drive. Therefore, school administrators who are interested in having such teachers must look to the health of their organization.

What makes a healthy organization? Behavioral scientists are studying this phenomenon, and there is already a growing literature on their findings. A healthy organization is a fusion of people, ideas, and things; of goals, policies, and practices; of traditions and "memory."

Following is a gathering of indicators — a tool to determine the health of your district. You can make the diagnosis yourself or have it done by school committees or visiting consultants (perhaps the most effective approach).

So complex a task as diagnosing your school system requires expert guidance, such as that provided, for example, by James A. Conway to many school districts in upstate New York. Conway is associated with the Department of Educational Organization, Administration, and Policy, State University of New York, Buffalo.

Conway defines a healthy organization as one "with ability to mobilize its intellectual, emotional, and physical resources toward obtaining the objectives for which it is formed." A healthy organization, Conway points out, is better prepared to achieve its mission, that is, to educate students and to strive for student achievement. He also notes that a school system has a secondary mission: to maintain itself. This leads Conway to the concept that a healthy organization is one that "applies its resources in the combination of maintaining itself in an ever-changing environment, as it attends to its mission."

The balance is critical, Conway says. "Some see schools today overemphasizing the maintenance of self through the protection of the teaching ranks and demands for increased pay for teachers, to the detriment of the quality of instruction . . . . Others conclude that demands made upon teachers and administrators . . . result in stress and burnout. Both sets of demands warrant attention," Conway concludes.

In developing the following instrument for diagnosis of organizational health, Conway has used the ideas of Matthew B. Miles (author of *Change Processes in the Public Schools*; 1965), of Chris Argyris and Donald A. Schon (authors of *Organizational Learning: A Theory of Action Perspective*; 1978), and of others.

The instrument requires you to look first for signs to indicate (1) the state of your goals. Next you look at the state of (2) learning, (3) memory, (4) problem-solving adequacy, and (5) decision-making adequacy. Conway considers all these as elements in the "intellectual life" of an organization. Next come diagnoses of (6) the inventive spirit, (7) autonomy, (8) positive self-concept, and (9) life-enhancing values — all elements in the "emotional life" of an organization. Finally come diagnoses of (10) communication adequacy, (11) power equalization, and (12) resource utilization — elements in the organization's "physical life."

For each, the task is to determine the frequency of signs. Then, using your own criteria, determine the state of these elements: whether each exceeds your standards, meets them, requires improvement, or is unsatisfactory. As you apply the instrument, questions and concerns will come up. A discussion of these questions and concerns with your staff is an important part in the diagnosis of the health of your organization.

Diagnosis #1:
Goal Focus

The assumption that is key to the health of the organization is that there is a basic unity, a unity that is accomplished through the application of the indicators to a central set of objectives or goals. Miles states: "In a healthy organization, the goal (or more usually goals) of the system would be reasonably clear to the system members and reasonably well accepted by them."

SIGNS	Frequency Seen	Not Seen
Posted organizational goals		
Organization flowcharts		
Philosophy of management		
Posted class plans		
Visible student honors or awards		
Visible staff honors or awards		
Program evaluation		
(Other signs, please list)		

What is the state of goal focus?

___Exceeds standards ___Requires improvement

___Meets standards ___Unsatisfactory

What questions or concerns are raised?

Diagnosis #2:
Learning

Learning is a process of error detection and correction — in some cases to maintain the organization within specified norms, in other cases to modify the norms themselves, as stated by Argyris and Schon. This complex process overlaps with other fundamental indicators, such as problem solving and a spirit of innovation, but is sufficiently important so as to require the attention of the observer.

SIGNS	Frequency Seen	Not Seen
Provisions for handicapped		
Fuel/energy modifications		
Outsiders welcome (signs posted)		
Long-range plans posted		
Curriculum changes		
Courses for this community		
Special programs (government funded)		
Professional library available		
Community involvement signs		
[illegible] valuation		
([illegible], please list)		

[illegible] the state of organizational learning?

[illegible]eds standards ___Requires improvement

[illegible]ets standards ___Unsatisfactory

[illegible] questions or concerns are raised?

Diagnosis #3:
Memory

". . . Discoveries, inventions, and evaluations must be embedded in organizational memory," say Argyris and Schon. Memory is the faculty for remembering, for retaining or recalling the thoughts of past practices, experiences, or ideas. Without memory, an organization would be in a constant state of relearning, or seeking for identity and processes for fulfillment.

SIGNS	Frequency Seen	Not Seen
File cabinets		
Vertical files		
Computer storage facilities		
Minutes of meetings visible		
History of the organization in print or on display		
Poster reminding of meetings		
Older staff in evidence		
(Other signs, please list)		

What is the state of organizational memory?

___Exceeds standards ___Requires improvement

___Meets standards ___Unsatisfactory

What questions or concerns are raised?

Diagnosis #4:
Problem-Solving Adequacy

"An adequate organization . . . has well developed structures and procedures for sensing the existence of problems, for inventing possible solutions, for deciding on the solutions, for implementing them, and for evaluating their effectiveness." In such an organization, we would see "active coping with problems, rather than passive withdrawing, compulsive responses, scapegoating, or denial," says Miles.

SIGNS	Frequency Seen	Not Seen
Suggestion boxes		
Standing and ad hoc committees		
Rap sessions fostered		
Open door policy in evidence		
Self-study documents available		
Problem lists posted		
(Other signs, please list)		

What is the state of decision-making adequacy?
___Exceeds standards ___Requires improvement
___Meets standards ___Unsatisfactory
What questions or concerns are raised?

Diagnosis #5:
Decision-Making Adequacy

Every organization requires a system to exercise decisions for the attainment of goals and the maintenance of the organization. The decision system should be clear to members, with a distribution of responsibilities. Otherwise, there is likely an overload in the system. Finally the system must recognize the constraints of the organizational values and preferences as well as those of the suprasystem.

SIGNS	Frequency Seen	Not Seen
Postings of committees with chairs		
Special assignments for staff members		
Are monitors and aides used?		
Notices of student council meetings		
Faculty governance meetings		
Executive committee or advisory committee		
Notices of school decisions and rationales		
Procedures to be followed in emergencies		
(Other signs, please list)		

What is the state of decision-making adequacy?
___Exceeds standards ___Requires improvement
___Meets standards ___Unsatisfactory
What questions or concerns are raised?

Diagnosis #6:
Inventive Spirit

A healthy organization would tend to invent new procedures, move toward new goals, produce new kinds of products, diversify itself, and become more rather than less differentiated over time. In a sense, such a system could be said to grow, develop, and change rather than remaining routinized and standard, according to Miles. The concept embodies the spirit to invent, and intellect and procedures closely linked to scientific discovery.

SIGNS	Frequency Seen	Not Seen
Differentiated staffing		
Clustering, teaming, tutoring		
Media rooms, resource rooms, or a media center in use		
Students in nontraditional classes (girls in shop, etc.)		
Visuals and audiovisuals in use		
Master schedule variations		
"Unique" inventions for this system		
(Other signs, please list)		

What is the state of the organization's inventive spirit?

___Exceeds standards ___Requires improvement
___Meets standards ___Unsatisfactory

What questions or concerns are raised?

____

Diagnosis #7:
Autonomy

A healthy person is not fearful of being an independent thinker. According to Miles: "A healthy organization would not respond passively to demands from the outside, feeling itself the tool of the environment, and it would not respond destructively or rebelliously to perceived demands, either. It would tend to have a kind of independence from the environment, in the same sense that the healthy person, while he has transactions with others, does not treat their responses as determinative of his own behavior."

SIGNS	Frequency Seen	Not Seen
Variety in dress of students		
Variety in staff attire		
Petitions circulate openly		
Posted student work showing independent thought and initiative		
Meetings conducted without authority present (teacher/administrator)		
Announcements to discuss decisions of board or central administration		
(Other signs, please list)		

____

____

What is the state of organizational autonomy?

___Exceeds standards ___Requires improvement
___Meets standards ___Unsatisfactory

What questions or concerns are raised?

____

"In a healthy school system, teachers and administrators have a right to seek their own welfare, as well as the obligation to pursue their mission (i.e., to educate students)." — James A. Conway, State University of New York, Buffalo.

Diagnosis #8:
Positive Self-Concept

"A person who is emotionally healthy has a clear sense of self; thus, he likes himself. His stance toward life does not require self-derogation, even when there are aspects of his behavior which are unlovely or ineffective," says Miles. So, too, in the organization. The collective members of the organization feel good about their place of work, they have a sense of trust, of cohesiveness, and concomitant high morale. They display the notion of esprit as a collective feeling of goodness about their organization and all it stands for.

SIGNS	Frequency Seen	Not Seen
Cleanliness of building		
Posted awards		
Friendly student/teacher/aide behavior		
Notice of student/staff socials		
Vandalism evident (broken windows, etc.)		
School symbols (shirts, notebooks, jackets, pennants, etc.)		
Students and teachers remain after school (other than disciplinary)		
Graffiti positive		
Attendance high at extracurricular activities		
(Other signs, please list)		

____

____

What is the state of the organization's positiveness or self-concept?

___Exceeds standards ___Requires improvement
___Meets standards ___Unsatisfactory

What questions or concerns are raised?

____

Diagnosis #9:
Life-Enhancing Valuing

A healthy person may be physically and intellectually sound, but corrupt or retarded relative to a sense of moral judgment and reasoning. There *is a sense of right and wrong within a morally healthy organization which is more than simply a collective consensus on social norms, customs, and conventions. A healthy organization, like a healthy person, shows a balanced concern for the values of the larger society as well as of the individual. Thus a healthy system is one that is willing to examine its values and strive for consensus on the key, goal-related principles and guiding tenets.*

SIGNS	Frequency Seen	Not Seen
Posters on current social issues		
Posted signs for student/faculty behaviors (positive, not authoritative)		
Classes beginning on time		
Posted guards		
Signs about theft, security		
Codes of teacher/administrator ethics		
Positive approaches to discipline		
(Other signs, please list)		

What is the state of the organization's position on life-enhancing valuing?

___Exceeds standards ___Requires improvement

___Meets standards ___Unsatisfactory

What questions or concerns are raised?

Diagnosis #10:
Communication Adequacy

The nervous system in the animal organism is analogous to the communication system in the organization. In both the healthy organism and organization, according to Miles, "there is relatively distortion-free communication 'vertically,' 'horizontally,' and across the boundary of the system to and from the surrounding environment. There is good and prompt sensing of internal strains. People have the information they need, and have gotten it without exerting undue efforts."

"I would go through hell in a gasoline suit if it would help the team." — Pete Rose, sports superstar with the Philadelphia Phillies, November 1982.

SIGNS	Frequency Seen	Not Seen
Public address system		
Telephones available		
Bulletin boards/posters in use		
Newsletters, faculty publications		
Memoranda posted		
Orientations for parents, teachers, students, and others		
School newspapers		
Parent advisory committees		
Rap sessions		
Television, radio for internal use		
Outside P.R. — press releases, TV, etc.		
Calendar of events — school, community		
Student involvement on committees		
Faculty involvement on administrative committees		
(Other signs, please list)		

What is the state of communication adequacy?

___Exceeds standards ___Requires improvement

___Meets standards ___Unsatisfactory

What questions or concerns are raised?

Diagnosis #11:
Power Equalization

In a healthy organization, the distribution of influence is relatively equitable. Subordinates can influence upward, and even more important, they perceive that their boss can do likewise with his boss. In such an organization, inter-group struggles for power would not be bitter, though inter-group conflict would undoubtedly be present. "The basic stance of persons in such an organization . . . is that of collaboration, rather than explicit or implicit coercion," says Miles. The emphasis in this indicator is not only on a belief of perception *as shared power but more importantly, on the structural arrangements that permit equalization to occur.*

SIGNS	Frequency Seen	Not Seen
Signs of student, faculty, and administrative decision groups		
Minutes posted of meetings		
Cooperative dress code		
Open doors		
Visible union activity		
High concern for control: locked doors, monitors, no trespassing, etc.		
Have strikes, boycotting, or other power tactics been used?		
Do students approach teachers and administrators openly and with mutual respect?		
Organization structure chart		
(Other signs, please list)		

What is the state of power equalization in the organization?

___Exceeds standards ___Requires improvement
___Meets standards ___Unsatisfactory

What questions or concerns are raised?

Diagnosis #12: Resource Utilization

In a healthy organism, the consumption of resources is at a rate that is appropriate to that organism and its goal direction. In the organization, "health" would mean that the inputs to the system, both personnel and material, are being used effectively. There is minimal strain. The fit between the people's need dispositions, professional capability, and the role demands of the system is good. An adequate utilization of resources means there is little waste of energy in the pursuit of system goals. The people in the system "have a genuine sense of learning, growing, and developing as persons in the process of making their organizational contribution," says Miles.

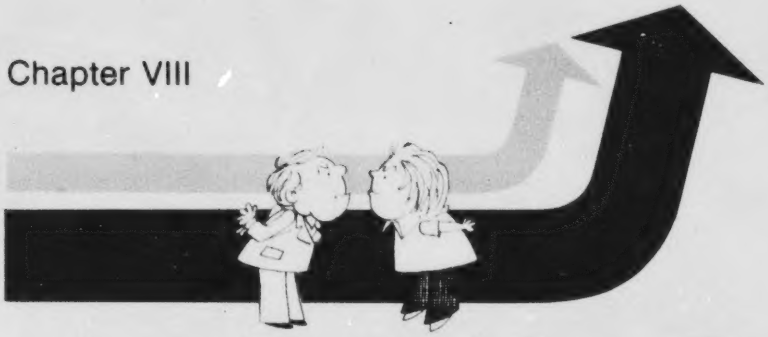
SIGNS	Frequency Seen	Not Seen
Space used appropriate to activity		
Building in use after hours (signs of community use of building)		
Personnel used appropriate to training		
Energy consciousness		
Library and media centers in use		
Audiovisual equipment available and used		
Are rooms re-arranged to fit the size and type of instruction?		
Are flexible rooms used flexibly?		
(Other signs, please list)		

What is the state of resource utilization?

___Exceeds standards ___Requires improvement
___Meets standards ___Unsatisfactory

What questions or concerns are raised?

Chapter VIII



Managing Conflict

School administrators in southern New England are hearing a great deal about the "win-win" approach to managing conflict.

They are hearing it from Roger H. Peck, an able researcher/college professor at Southern Connecticut State University, New Haven.

Peck has synthesized a large mass of research findings to form a body of practical suggestions for school administrators. He uses these suggestions as the basis for seminars that he conducts for educators.

In an interview for this report, Peck talked about the management of conflict as a way to build school morale.

"Aministrators at all levels deal with people of all kinds, and the way they deal with them determines and affects the morale and effectiveness of all involved.

You can be sure of one thing. In all our dealings in education . . . conflict is present. It is present between superintendent and board and between board members themselves. It is present between principal and staff, between principal and student, teacher and teacher, the school and the home, school and community.

There's nothing either new or tragic or disastrous in the existence of conflict. It's the way it's managed that can turn things into disaster. On the other hand, if managed correctly, conflict can be made into a constructive force. . . .

I define conflict as an incident in which two or more parties believe that what each wants is incompatible with what the other wants. You can see right away that there are conflicts of varying degrees — minor, major, and middling. There are fist fights between kids, disagreements at a faculty meeting, arguments before a board of education, and disputes arising between principal and teachers. And it's seldom a question of eliminating conflict. The best we can hope for is to reduce conflict, minimize it, and so manage it that it can bring us some good.

So much for an introduction. Now, let's see how we in our schools — and in American homes, businesses, and factories — have coped with conflict. Our traditional or historic approach has been, in the main, either to avoid conflict or to stifle and suppress it by force or power. You can describe that as the 'fight or flight' approaches. But the traditional approach above all is one of 'win' for the party with power and 'lose' for the party that is powerless.

Obviously, such approaches haven't worked. The school administrator who uses his position, his authority, and his power to squelch conflict or to come out the winner will in the long run not only destroy the morale of his staff, but, more importantly, he will destroy its effectiveness and lose its productivity.

So, why not think about the 'win-win' approach, which is based on sound research, and which — when seriously applied — brings about the productivity in schools we all look for as well as the high morale of staff that is essential to productivity?

One of the fascinating aspects of win-win is that we have to get at it almost indirectly.

First, we have to look at the kind of organization we have and how it performs.

Second, we have to look at the kind of relationships the members of the staff have among themselves, and we have to ask: 'Are these relations worthy of mature individuals concerned with serious issues and problems?'

Third, the superintendent or principal has to look at his own actions and how he operates. The leader will seldom win if he makes it a point to win at all costs and because 'I'm the boss. . . .' Research teaches us that the collaborating leader — not the assertive or the unresponsive, competing leader — is the true winner.

But to get back to the first point:

The first task of the leader, if he is to minimize and reduce the incidence and severity of conflicts, is to re-examine — critically — the kind of organization we work in. Let's be honest about it. Our traditional schools and the structure within these schools have been built on two models: the church and the military. Neither one was designed for collaboration, the release of individual talent, the flourishing of morale.

For morale and motivation, we need a school organization that has goals. Not those broad, vague goals we write down and forget. I'm talking about goals that have been hammered out by all members of the group, agreed upon, and to which members have made a public and private commitment.

Such goals have power to reduce conflict. But, again, we have to understand what kind of goals have that power. We need goals for an entire school district, but equally important, we need goals for each school building. Further, there must be goals for small groups within the building and grade levels. And there must be individual goals.

The goals must be specific, clear, measurable, and attainable.

Now, when such goals can be developed and brought into existence, something important — even great and grand — happens to the school, to the staff, and to morale. A sense of cohesiveness, mutuality, and collegiality develops among teachers and administration. Being committed to goals, members of the group are not willing to sacrifice its well-being for the benefit of one of its parts. Conflicts affecting teachers can be reduced by embracing goals desired by all, but attainable by none acting alone.

Agree upon your goals *together* and you have built a strong motivational tool.

Beyond goals — come what?

Obviously, the people to carry them out. Research tells us that, for greater success, these people should be working in small, cohesive work groups, linked together by persons who hold overlapping membership in two or more groups. The research is clear on this: Through such interlocking groups each person can influence the organization, and each accepts influence from it.

* * *

Another point: When two or more individuals get together for discussion, work, or decisions, you have a meeting. And to make meetings work is no simple skill. We are not born with it. On the contrary, many of us seem to bring habits and attitudes which cause meetings to fail.

Faculty meetings, especially, seem to be prone to failure, or at least to unproductive results. One of the important researchers in this field, Rensis Likert, has pointed out that meetings with 20 or more faculty members are completely unable to engage in creative, effective problem solving when dealing with a difficult, emotion-laden problem.

Likert has also said that all too often meetings split into factions, with each faction trying to outmaneuver the other so that its preferred solution will win. Such behavior is not good for human relations, staff morale, or subsequent performance in the classroom.

There are many prescriptions for making meetings productive. From my own reading of the research, let me offer a few tips for using the faculty meeting so that it helps reduce conflict and promotes feelings of collaboration.

1. The leader of the meeting should protect the image of each participant. When a principal or staff member disparages or 'puts down' that image at a meeting, a member's total attention and skills are then turned toward repairing that bruised image.

2. The leader should never place his ideas and wishes into competition with those of the group.

3. Listen, listen, listen. Be a 200 percent listener.

4. Encourage every member of the group to talk and to participate in decisions.

5. Do not manipulate the group or use it as an instrument to push through something that the members have not developed or agreed upon.

6. If possible, the principal or administrator should ask someone else — department heads or classroom teachers (in rotation) — to chair group meetings.

7. The leader should not remain passive at a group meeting. There is a time and need for the leader to state his views forcefully, the way other members of the group should.

Meetings can and should provide teachers with opportunities to work with, deal with, talk with, and interact with mature adults concerned with serious problems. After hours upon hours of being with children in the classroom, such mature company should be refreshing and intellectually satisfying.

Editor's Note: *See also the tips on handling meetings in the chapter on "Communications."*

* * *

I now turn to the third and last major point, the one about the imperative for the leader to look at his own actions and to get a deep insight into how he operates.

Researchers like to make lists. But you can probably make your own list of how administrators function. Some are all business; others are all heart. Some are task-oriented; others are people-oriented. Some are martinets; others are wishy-washy. Some are hard-nosed; others are softies. None of these so-called styles of leadership contributes much to the morale of staff or to staff productivity and effectiveness.

I have defined four modes for handling conflict which principals use — and which we should regard with a quizzical eye.

There is the dominating mode, when the leader pursues his or her own concerns and needs at the expense of the other person. Here the leader wins (or thinks he wins in the short run), and the subordinate loses.

There is the self-sacrificing mode (opposite of competing), when the leader neglects his own concerns and needs to satisfy those of the other person. Here the leader loses, the subordinate wins.

There is the compromising mode, when the leader seeks to find some expedient, mutually acceptable solution. This partially satisfies both parties, with both losing to some extent.

Finally there is the withdrawal mode, in which both parties lose.

Because of the ineffectiveness of the above four modes, it is time to turn to a fifth, in which both leader and subordinate find a solution that satisfies the concerns and needs of both parties. I call this the win-win mode, because the leader wins and the subordinate wins. Or, you might call it the integrative mode.

It is not easy to be a win-win leader. But it can be done. The mode can be learned. And the benefits can be enormous — for morale, motivation, and staff productivity. Although the research on the art of leadership is large, I have tried to sum it up with regard to the skills an administrator needs to start practicing the win-win technique.

First, there is the ability to determine whose problem it is. When a teacher comes into a principal's office with a problem, some leaders will immediately assume that they have to take it on as their own and provide the solution. That's bad. It does not lead to collaborative problem solving. If the solution fails, the level of conflict between teacher and principal may well be raised.

Research tells us that a more rational approach is to begin exploring whose problem it really is. Determining problem ownership is a crucial skill for administrators. It can be learned.

As a next step the leader and the teacher must go into a series of 'responding' skills. These are things to do, functions, that will help the teacher move toward a solution of the problem. The helping function includes such efforts as enhancing the other's self-esteem, enhancing the other's willingness to be open and candid, enhancing the other's self-responsibility.

Involved in these responding or helping skills is the art of listening. Busy administrators are apt to shrug off any suggestion that listening is one of the hardest things in the world and that it involves more than being equipped with two ears. But one of the most important things administrators can do to learn to reduce conflict is to look into the literature on listening and then to become involved in seminars and workshops where this art is taught and practiced.

Now we move to the very heart of trying to resolve the conflict between two parties. It is a point where each party has to act assertively — has to stand up for his or her rights and state clearly what each feels, believes, needs, and wants. You can almost sense that this is like venturing into a mine-field, if things are said and done the wrong way. But there are correct ways for both sides to assert their rights and feelings. Again, these skills can be learned, and they must be practiced.

The final step in this long, long process — which may take weeks to learn and years to practice until one gets it right — is the resolution of the conflict. I've adopted, from the work of William N. Goodwin and John H. Widenheft, some ideas on what to avoid in the traditional way of solving personal problems and what to do in striving for a win-win strategy. [See the box on "Two Ways of Solving Problems."]

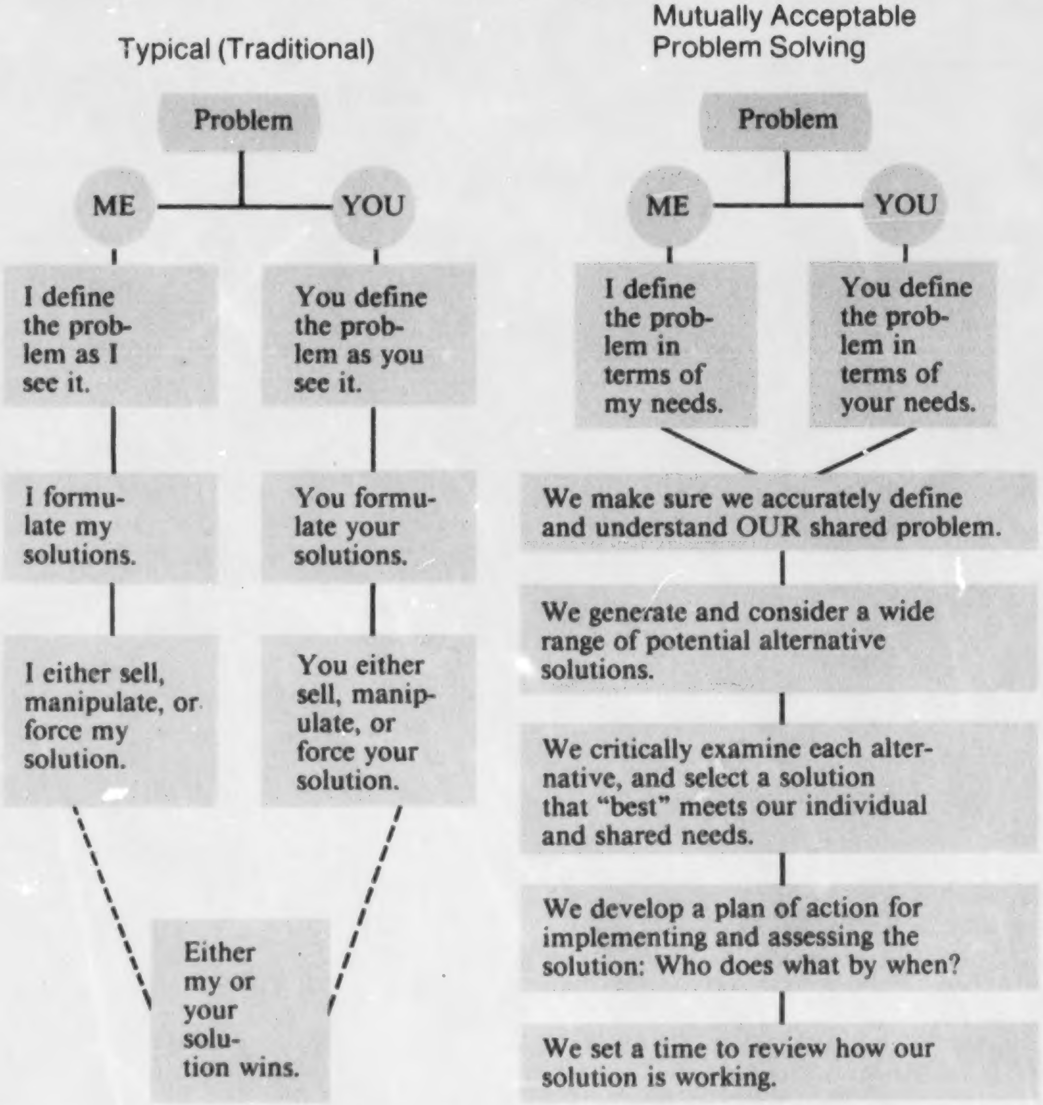
The school superintendent who earnestly desires to enhance staff morale and raise the effectiveness of staff will have to work through principals and other middle management. But principals need help. Many of them are barely acquainted with the great amount of help they can get from reading and, more importantly, from inservice workshops, seminars, and institutes of all types. There are mountains of gold out there — ready for the digging. ”

Recommended Reading

Roger H. Peck recommends the following books for principals and other administrators who want to learn more about managing conflict and improving staff morale:

1. Blake, Robert R., and Mouton, Jane S. *The New Managerial Grid.* Houston: Gulf Publishing Company; 1978.
2. Carkhuff, Robert R., and Anthony, William A. *The Skills of Helping.* Amherst, Mass.: Human Resource Development Press; 1979.
3. Doyle, Michael, and Strauss, David. *How to Make Meetings Work.* Chicago: Playboy Press; 1977.
4. Gordon, Thomas. *Leadership Effectiveness Training.* New York: Wyden Books; 1977.
5. Jakubowski, Patricia, and Lange, Arthur J. *The Assertive Option.* Champaign, Ill.: Research Press Co.; 1978.

Two Ways of Solving Problems



Typical (Traditional)

Problem

ME

YOU

I define the problem as I see it.

I formulate my solutions.

I either sell, manipulate, or force my solution.

You define the problem as you see it.

You formulate your solutions.

You either sell, manipulate, or force your solution.

Either my or your solution wins.

Mutually Acceptable Problem Solving

Problem

ME

YOU

I define the problem in terms of my needs.

You define the problem in terms of your needs.

We make sure we accurately define and understand OUR shared problem.

We generate and consider a wide range of potential alternative solutions.

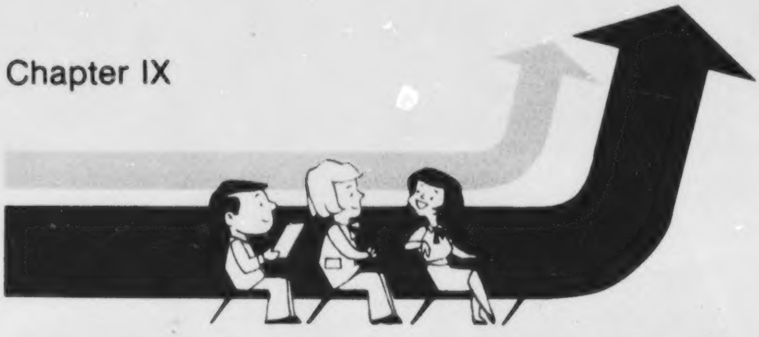
We critically examine each alternative, and select a solution that “best” meets our individual and shared needs.

We develop a plan of action for implementing and assessing the solution: Who does what by when?

We set a time to review how our solution is working.

Acknowledgment: Adapted by Roger Peck from *The Life Program: Focus on Communications and Self-Understanding,* by William N. Goodwin and John H. Wiedenheft, 160 Jewell St., Hartford, Conn. 06103.

Chapter IX



Inservice Education

Inservice education (also called staff development and professional growth) is a pillar of teacher morale. This metaphor was used time and again by respondents to a questionnaire for this report, as seen from a sample of 200 replies.

Inservice education was also labeled by these same respondents as "a spur to motivation," and less poetically as "of crucial importance to both morale and teacher effectiveness."

The heavy affirmative vote came despite the pejorative descriptions that have been attached to inservice education — namely, that it is "education's stepchild," "the disaster area of public schools," "a waste of time," "the slum of American education."

Respondents to the survey think otherwise. A large percentage of them look to inservice education as essential to teacher morale. Some typical comments from the questionnaires:

"Teacher morale and professional growth go hand in hand . . . ."

"Bolster one and you bolster the other . . . ."

"There is a concomitance between morale and inservice education . . . ."

"Inservice education comes in many packages. Some can boost morale; others can kill it . . . ."

"If inservice has the right ingredients, your teacher morale will shoot up . . . ."

The respondents pointed out that "the right" inservice education functions in two major ways to help bring about high teacher morale:

- It sharpens teacher skills and broadens teacher professional ideas. In so doing, inservice helps teachers feel secure and confident on the job. Satisfaction grows. And only satisfied, secure, and confident teachers can have the morale needed for competent teacher performance.
- Inservice programs demonstrate to teachers that the administration cares. And very few forces in human nature wil' raise the spirit as does the feeling that another person or group of persons cares.

Ingredients of Effective Inservice

Superintendents listed a number of ingredients that make up an effective inservice education effort. Here are the major ones, "the right ones":

1. Board of education policy. Some superintendents assume that inservice education is an administrative issue only, requiring neither board authorization nor guidelines. The assumption is a flaw in any effort to conduct effective inservice programs. The best district inservice education activities are based on board policy. The policy statements may be brief, but they are the result of board discussion over long periods of time, during which the board listened to and counseled with administrators, teachers, students, and consultants.

The best inservice policy is not one which is brought into the boardroom by the administrator, and taken out rubber-stamped "Okay." It is one in which all segments of the educational community can say, "It is our policy."

2. Commitment and dollars. The budget for inservice education is not something that is squeezed out, haphazardly, from any-which-one budget line or account. Board and administrator decide on the importance of inservice education and allocate an appropriate number of dollars. Through such allocation, board and administration make a commitment to the inservice concept and to the responsibility for supporting it.

3. Incentives. To generate interest and participation, an effective inservice program will provide incentives and reimbursements. These may include payment to teachers for numbers of hours spent in courses, workshops, and seminars; and provision for paying substitutes, for visitation, and for mini-grants to enable teachers to carry out projects for the benefit not only of the individual but of the system.

4. School-based/system-based. The tilt in planning effective inservice programs is toward the school building. It is at this site that teachers and principals best plan, execute, evaluate, and put to work the inservice education results. The school-based plan eliminates the most egregious flaw of old-time inservice — a program planned in the central office by central office personnel and *imposed* on teachers.

But school-based activities can be safely balanced with those of benefit for the entire system. Teachers will accept both types if both are well planned.

5. Teacher planning. "Outsiders doing something *to* teachers" has been the bane of inservice education for a generation. "Teachers doing something *for* themselves" appears as a bright new hope for morale and renewal of teachers. Inservice programs take hold, keep going, and produce results to the degree to which teachers plan and execute them.

This does not mean letting teachers do the whole job. They want part of the action — and sometimes the major part. But loading it all on teachers will be damaging to the program. Teachers look to leadership for support, ideas, and guidance. And leaders — superintendent, principal, and subject-matter supervisor — must carry their rightful load in planning and administering inservice work.

6. Content — varied or single-track? Some administrators want inservice workshops and seminars tied primarily, or even solely, to subject-matter content — so that teachers can become more skilled in teaching reading, writing, mathematics, and other basic offerings at the elementary and secondary levels. But there are also the methodologists (from colleges and universities, for example) who would load the inservice time with lectures or demonstrations on how to teach, how to use new instructional devices, how to adopt teaching style to learning styles. As for teachers themselves, they may push for activities dealing with personal problems — reduction of stress, for example.

What should a district do? Provide all of these? Some of these? A fine mixture and balance? Or, concentrate on some basic goals — as the district decides what those goals are?

A variegated program with a little bit of something for everyone may seem one answer — if the district can afford it. But, research shows, that is frequently the wrong answer. Scattered offerings yield diluted results.

Effective inservice programs are based on goals that have been identified, defined, hammered out, and agreed upon. These goals will be derived primarily from the school building, but also may include goals derived from the entire system.

7. Needs assessment. Effective inservice is based on a reading of needs of participants. You may wish to define "need," as the Association for Supervision and Curriculum Development defines it: "A gap between the expected professional performance and actual performance." Or, you may define need as anything that bothers teachers as they fill out the needs assessment instrument — "I need some advanced projects for three of my gifted students . . . ." "Is it all right to invite the local minister to talk on ancient Jordan?" "How can I get my students to feel good about themselves?"

Out of an analysis of needs will emerge the goals, the direction, and the content of effective inservice activity.

8. Collegiality. Teacher teaching teacher . . . teacher talking to teacher . . . teacher learning from teacher . . . . That is one definition of collegiality, and collegiality is an effective means for inservice education. Collegiality may be brought about in simple ways or formal means. "Professional conversation," one superintendent has stated, "is a characteristic of inservice education *as it should be.*" Such conversation can be stimulated by encouraging teachers to read professional literature in the faculty library or through building newsletters devoted to stimulating ideas about teaching.

Collegiality can also be placed on a formal footing, through teacher cadres, as practiced in Eugene, Ore., and in Long Beach, Calif.; and in teacher centers, now found in all parts of the country.

9. Evaluation. An effective inservice program is under constant scrutiny, constant evaluation, and constant reconstruction. Through surveys, checklists, questionnaires, and other instruments, teachers get a chance to tell whether the individual seminars and the total program have meaning and relevance to their work.

10. **Facilities.** Inservice education needs a home — space for teachers to meet and work. An inservice facility should house space for large and small group conferences; collections of professional literature and instructional materials; and, when possible, facilities for working with audiovisual materials.

Case Study:
Smithville, N.J.

Features To Note:

Low cost.
Peer inservice.
Administrative participation.

> *"Typical government action during a budget crunch is to reduce the amount of training for staff, eliminate conferences and trips, and postpone other training programs until better times. That perhaps is the worst action to take because these are the times when educational stagnation can overcome a school district. In a field where we promote ideas and concepts that are constantly changing, it's ludicrous to believe that our staff, many of whom were trained 20 years ago, can continue to live on the limited education they received before."*

Recognizing this, the Galloway Township Board of Education, Smithville, N.J., decided to foster an improved training program during a very difficult financial period. The board:

1. Permitted more staff members to attend national and regional conferences and conventions, but required reports after each meeting to provide other staff members with information gleaned by the participants.
2. Developed a weekly after-school inservice program utilizing existing staff members and motivating participation through board-granted "college-equivalent" credit that provided additional increases on the salary schedule.
3. Developed administrative inservice based on topics presented at the I/D/E/A/ Fellows Conference attended by six administrators the previous summer. These programs were conducted at the end of alternating administrative sessions of one and one-half hours each.

All this was done at a very minimal cost to the board — no more than $400 a year.

The sum spent on attendance at the national convention not only motivated the employees to search for new, more effective and efficient methods but also provided them with new skills to carry out some responsibilities they were assigned. Further, the selection of staff members for attendance at a meeting demonstrated clearly that the board valued their personnel — a great reinforcement factor.

Also innovative was the peer inservice program developed in the district and administered by a building principal. The administration developed a large list of topics to meet the needs of the school district personnel — a list based on a staff survey and on clues from teacher evaluation forms. The board then sought volunteers as instructors. In addition, local resource people were asked to make presentations because of their noted expertise in a particular area.

Many staff members — from a first-grade teacher to the science director, to the school principal, the guidance counselor, the teachers union president, the superintendent — made presentations. They were not paid, but received twice the number of hours' credit others received. These credit hours could be applied to the salary schedule, on which for every 15 credits a teacher received $300 a year extra.

Administrators, from principal and up, including curriculum directors, were expected to participate as a part of their job responsibilities. Classes ran from 3:45 p.m. until 6 p.m., and the teachers were often given an assignment to complete before or after the session. For every 45 hours of contact time the teachers had accumulated in whatever variety of courses they took, they received one program in college-equivalent credit — equivalent to attendance at a regular college program in New Jersey. Topics ranged far and wide. Here is a sampling: Sociometric Data Gathering Techniques, Becoming More Effective Teachers, Alternatives to Teacher Burnout, Education in Brazil, Classroom Management, Introducing Rocks and Minerals in the Elementary Science Program, Public Relations for the Classroom Teacher, Grouping Techniques.

This program demonstrated the large amount

For Do-It-Yourself Fans

A Model Inservice Worth Investigating

Who: Supt. John H. Holcomb, Lamar, Colo.

What: He created a do-it-yourself "graduate school" for teachers, the Education Renewal Center, that has helped keep up teacher moral and bolster teacher effectiveness.

The story began in 1978 when Holcomb sensed that the courses teachers were taking during the summer at colleges and universities were leaving them less than inspired to take on the new school year. Holcomb had an idea: Why not create a home-grown, do-it-yourself program of graduate courses that would be of direct value to the teachers (and administrators) in the district.

He had no trouble listing the goals for such a venture: improve teacher skills; update administrator skills; explore possible career changes; provide for recertification and salary increment credit. Then he recognized what he called "subtle secondary benefits":

"The courses would be determined by local needs, making them relevant for the district's teachers ... the venture would keep families together during summer months ... the time frame would permit school administrators to attend (most administrators cannot leave their districts for 6 to 10 weeks to attend courses at universities) ... keeping educators at home would help keep $450,000 a year in the community — a stimulant to the local economy ... ."

The idea needed the support of the Colorado Board of Cooperative Services (BOCES) and the Colorado State Department of Education. Holcomb got both. It also needed detailed planning with regard to fees, course credit, supply of instructors and guest lecturers, housing, qualifications of participants, and other managerial problems.

After five years of dry-runs, trials and errors, the Education Renewal Center has become totally self-supporting; it now grants inservice credit approved by the Colorado Board of Education; it attracts more applicants than are accepted; it has extended its summer academies to the regular school years, conducting seminars on teacher burnout, administrative renewal, and other topics. Says Holcomb: "The Education Renewal Center works. We know it works. Those who have participated tell us it works."

Note: Supt. Holcomb has a page of tips for those who wish to try the idea. His address: School District Re-2, Lamar, Colo. 81052

of expertise in the district that had gone untapped. It also improved the professional images of persons who may not have demonstrated their knowledge or expertise in the past. Most important, it provided teachers with an opportunity to learn and lead. Higher teacher morale was one of the concomitant results.

Brushup for Administrators

Administrative staff members also took part in a peer plan for refreshing their professional ideas. Each administrator was paired with another to make the presentation of a particular book or subject on a biweekly basis. These discussions took place after each weekly administrative meeting. Topics included: Motivation, Right Brain Theory, Leading Discussions, Reinforcement of Learning, Transfer of Learning, Learning Retention, and Pacing of Instruction.

Specialized College Programs

Recognizing that certain programs required expertise beyond that available from its own staff, the district contracted with Glassboro State

College to present five-week courses equivalent to one credit each in reading instruction. The same type of program is being developed for mathematics and for individualization of instruction. By breaking the courses down to five-week segments, teachers are more apt to participate; the obligation is briefer, and courses are spread throughout the year. Although teachers acquire fewer credits during the year, they continue to upgrade their education in reasonable doses. The board now contracts with a college to provide a course without credit; additional fees are paid for those students who desire the credit.

"Times like these demand focus on professional development both to bolster teacher morale and for greater staff efficiency. And our district believes it is possible to achieve professional growth without high cost," says Supt. Philip E. Geiger.

Case Study: Greenwich, Conn.

Features To Note:

Multitude of offerings.
Individual staff development encouraged.
Minigrants available for some projects.
Building level responsibility for inservice.

After teaching, the second major activity of teachers in Greenwich, Conn., is, without question, preoccupation with inservice education. It hasn't always been so. It was only in 1976 that the Board of Education adopted a simple but potent policy calling for "each staff member to experience continued improvement in job performance and professional growth."

The district is affluent. A $31 million budget supports 8,500 students and 655 professional staff members. The average per-pupil cost is $3,500.

Greenwich has the resources to offer a rich, variegated staff development program. It includes three half-day sessions and three full-day sessions a year during which teachers listen to lectures, attend workshops and seminars, see films, browse through exhibits. "But all this is just icing on the cake," in the words of one Greenwich school administrator.

The down-to-earth inservice education takes place at the more than 150 after-school offerings which are available from September through June. The activities are as varied as the interests and needs of teachers. They include sessions on art, business education, child study, classroom management, foreign languages, home economics, industrial arts, language arts, mathematics, music, physical education, reading, science, social studies, special education, and teaching techniques.

Most offerings are available to teachers on school sites from 3 p.m. to 5 p.m.; a few may be scheduled as late as 8 p.m., concluding at 10 p.m.

While some parts of the inservice education are required, the after-school offerings are voluntary, "but very well attended," Greenwich administrators hasten to add.

The design and process of delivery of inservice offerings have a lot to do with their acceptance. In broad terms, Supt. Ernest B. Fleishman describes the inservice program as based on each individual's desire to grow and improve and "that such improvement begins with self-analysis, grows with self-criticism, and is best assessed through self-evaluation."

Throughout the year, teachers have opportunities to identify their needs (with the help of instruments and the counsel of principals), and opportunities also to assess what they have gotten out of the planned inservice offerings (through periodic evaluation surveys).

The program has gathered momentum during the past five years because of other factors, as described by Fleishman:

"First, we have all grown to recognize that staff development exists to provide service rather than to evaluate staff. Such trust is important.

"Second, teachers and administrators have learned how to collaborate in planning and providing systemwide, building-based, and individual staff development.

"Most important, our own colleagues are organizing and leading fine staff development programs. This reinforces what we all know and feel: that we have an outstanding staff with professional expertise worth sharing."

Sharing doesn't come automatically; nor is it free.

The administration puts its weight behind the idea that it is helpful for teachers to plan and carry out individual development plans. Teachers are encouraged to seek help from their building administrators and associates — or to keep their plans confidential. Individual plans can use the

Q. What Do You Do with Teachers Who Know What They Want from Inservice?

A. Give It to Them

"Our teaching staff is made up of individualists," says Supt. Richard Hennegan of the DeKalb (Ill.) School District. "This makes for a strong staff, but also for a very independent one."

Building morale in such a staff is no easy task. Inservice education contributes to the morale-building, primarily by involving staff in planning and in carrying out inservice activities. "They, the teachers, are responsible for what happens. That is the real morale builder," says Hennegan.

Teachers are in the majority on the district's staff development (called professional renewal) committee. Ten classroom teachers (one from each district building) work with three administrators in developing the program each year. There can be no question that teacher needs and interests are dominant in the inservice activities.

DeKalb is one of a growing number of districts which pays teachers for participating in inservice activities (over and above the traditional institute on orientation days). DeKalb's "rate of incentive": $6 an hour.

The staff development committee builds the inservice activities upon the responses of each staff member to a needs assessment questionnaire.

Here's the format for the key item in this assessment:

I feel I would like to investigate approaches and methods to deal with:

_____ Effective management of my time
_____ Microcomputers
_____ Conferencing parents
_____ Motivating students
_____ Supervising student teachers
_____ Developing instructional materials
_____ Meeting special needs of students
_____ Developing student self-responsibility
_____ Use of math objectives
_____ Working with talented children
_____ Teaching students to write proficiently
_____ Classroom management
_____ Evaluating student progress
_____ Instructional improvement
_____ Others: ______________________

Then came such questions as:

What is the single most important problem preventing increasing achievement in your academic areas?__________________

____

Specifically, what workshop topics could the Professional Renewal Committee sponsor to help you handle this problem?_____

____

In terms of your other school responsibilities, what is the single most important problem that you face? ______________

____

Specifically, what workshop topics could the Professional Renewal Committee sponsor to help you handle this problem? _____

____

Are there any resource persons whom you would recommend to lead a workshop? Would you feel qualified to lead a workshop in a specific area? (If so, include your name.) ______________________

____

Are there any other comments or suggestions you would like to make? __________

____

resources provided by the more than 150 after-school offerings in the school system. Additionally, plans may also require released time, or they may call for the development of a project of value and use to the teacher.

Each school has a budget for partially reimbursing expenses incurred for individual staff development activities. The plan and the application for funds must be approved by the building principal. Such funds are not available for courses leading to credit for salary increase.

Mini-grants are an enticing factor for teachers who design what Greenwich administrators call "unique or extraordinary projects which will contribute not only to the individual's professional growth but also will enrich the school or the entire system." Mini-grants provide 75 percent of costs for a project, up to $500.

The administration welcomes the use of in-system talent and resources in designing and presenting workshops and courses. When a staff member comes to the principal with an offer to design or lead such an offering, and if the offer is accepted, special compensation usually takes the form of released time. In some cases, however, compensation may also be in the form of credit for travel costs of an approved staff development activity.

Who's Responsible for What

Staff development in Greenwich relies on an apparatus of three parts: building staff development associates, a staff development advisory committee, and the staff development center.

- **Building staff development associates:** Each school has at least one staff development associate, the number varying with the size of the building staff. An associate has four responsibilities: (1) to assist individual teachers to plan and pursue a personal/professional growth program; (2) to collaborate with the principal in planning and implementing the staff development program within the school; (3) to serve on the staff development advisory committee; (4) to be a liaison between the staff, the principal, the staff development center, and the advisory committee.

Building staff development associates are elected annually and are encouraged to serve for three years. The slate of candidates results from open nominations — any staff member may nominate himself or herself or a colleague.

The annual election is usually scheduled for the end of each school year and no later than the first week in May. Election is by secret ballot.

- **Staff development advisory committee:** Members of this committee are the building associates, representatives from the principals and coordinators, assistant superintendents of elementary and secondary education, a union representative, and central office staff development personnel. The committee meets periodically to: (1) share information and develop ideas for the organization and content of inservice; (2) develop and recommend procedures and policies for the program; (3) provide training for the associates.

- **The staff development center:** This facility consists of a large-group meeting room open to all system personnel; an educational reference library equipped with facilities and sources for research, including a computer terminal; and a preview area for new films and materials, curriculum guides, textbooks, and catalogues.

Chapter X

Communications

> *"Trust and morale cannot flourish in an informational wasteland . . . . Don't keep teachers in the dark — or guessing . . . . Swamp your faculty with news, reports, facts . . . . Communication is the base for staff morale."*

Those were a few of the comments of superintendents who responded to the questionnaire for this report. A couple of the statements stood out:

"Communication is more than making announcements . . . ."

"Communication is more than just distributing newsletters . . . ."

Open, honest, two-way communication is the bulwark of high morale and is a key to a motivated staff. And communication should be planned. That is why many school systems employ communications executives as part of the district's top administrative team.

A sense of community results from the sharing of common information, common feelings, and common goals. That sense of community can exist within a staff when all feel informed . . . when they feel involved . . . and when they feel their ideas are heard. Synergy sets in when people feel ownership for the directions they helped set. Here are some sources and the types of information they can provide:

Source	Kind of Information
Board of education	Provides statements of district educational goals; statements of policy on curriculum
Superintendent (and central office)	Provides explanation and discussion of board goals and policy; explores issues and problems with staff; offers guidelines for action; sends messages of inspiration; issues statistics and trend indicators on progress and problems of district
Principal (and middle management staff)	Provides statements of building goals, grade goals, instructional goals (worked out with teachers and others); issues operational information needed for transaction of daily business and control of the school; offers educational expertise to improve instruction, discipline, and curriculum offerings
Teachers (and their representatives)	Provide teacher attitudes about the school and its ways of operating; offer reports of successful teaching techniques; tell of needs and problems in the classroom and school grounds

Means and Media

As for the question, "What are the means and the media that the average school district can use in the communication processes with teachers?" the answer is: more than one. Most are already imbedded in the daily routine of school administration, and most don't cost an extra dollar.

The "live" means and media, which involve teachers face to face, person to person, are the most effective. In this category, Paul Kimmelman, assistant superintendent, Norton (Ohio) City Schools, lists the following:

Be visible and accessible: While an "open door" policy can take time, it may be worth the investment. When staff members need to see their supervisor, they probably want to discuss the problem or idea now. Communicating only through the mailbox can be frustrating. So can receiving predictably negative replies or no replies at all each time a thought is expressed. Administrators should get into the building to communicate with staff and break down role barriers that might exist.

Hold productive meetings: Time is one of our most valuable resources. Therefore, time devoted to meetings should be well spent. In a larger school, the administrator may have a "Building Advisory Council" which meets and frequently shares ideas and concerns. All schools should have periodic "Staff/Faculty Meetings" to share information of common interest and to build the team. Some of those meetings might involve the entire staff. Those meetings, aptly called "Family Meetings," involve both certified and classified people. While socializing should be encouraged to build relationships, it should not dominate. Most staff members are dedicated professionals who want to hear needed information, share advice, receive course corrections, and encouragement and get back to the business of education. Here is advice on running a good meeting:

- Plan an agenda. Plan it with the help of those who will be taking part in the meeting. Plan it well in advance of the meeting date and keep time open for last-minute items.
- Don't spend valuable faculty time at meetings on routine announcements or housekeeping items. Duplicate this type of information and distribute it, and call attention only to the most essential points.
- Every staff/faculty meeting should have a central point of interest — the pivot around which the meeting will revolve. It could be a visiting speaker, release of an important report, a pro-con discussion, a film.
- No one person, including the principal, a union representative, not even a visitor, should dominate the meeting. The agenda should provide ample time for interaction, discussion, question and answer sessions.
- The meeting's leader should be sensitive to time — setting precise times for beginning and ending the meeting; to physical conditions of the meeting room — seating arrangements being the most important; and to the general tone of the meeting — it should never be allowed to degenerate into shouting matches, arguments, or scoldings.
- After most meetings, get a postmortem. Find out what the participants liked and disliked about the meeting — construct the agenda and format for the next meeting accordingly.

The Faculty Meeting: Creative and Interesting

"I consider the faculty meeting an important communications technique. It is flexible; it can be creatively interesting and a good morale booster.

"When I was principal in Perrysburg, Ohio, I used to intersperse faculty meetings with 'mini' inservice sessions. I would invite representatives from textbook companies, university professors, and other resource persons to discuss contemporary educational issues or instructional methods. Teachers were encouraged to provide suggestions for topics and speakers.

"Today, I commend principals, such as the one at Norton Middle School who plans faculty meetings around a central theme. He arranges the tables and chairs to afford the best interaction between participants and presenters. The agenda sheet carries an inspirational quote. There is time for teachers to react to agenda items and to discuss ideas. This principal makes an obvious effort to help his staff feel welcome and relaxed. His agenda avoids trivia, such as how much is needed in the coffee fund. The refreshments, by the way, are served with nutritional aims in mind. Most often, refreshments consist of juices and natural foods, instead of, you guessed it, doughnuts and coffee."

— Paul L. Kimmelman
Assistant Superintendent
Norton (Ohio) City Schools

Note: Information shared among departments can lead to a more coherent educational program. Information shared among teachers in a certain discipline can lead to better articulation from one level to the next, a more coherent program, better achievement by students, and a greater feeling of contribution and success by staff members.

Union meetings: Not the administration's affair, certainly; but the union meeting can be utilized by the administration to receive information and, in turn, to communicate teacher needs, attitudes, and concerns back to the administration.

Shared decision making: This is one of the most powerful of communications processes. If decisions are to be made cooperatively, then much information must flow between teachers and administrators and the other way around.

Shared decision making increases staff morale when teachers perceive the direct relationship of the problem to their needs. The two-way communications process required by shared decision making goes far in eliminating misunderstanding and information gaps that are often at the root of poor teacher morale.

Sharing information and, subsequently, sharing decisions are time consuming. Busy administrators often say they have little time for either. But shared decision making may actually save time. At least, this is the conviction of many administrators who have been developing the fine art of decision making. Listen to the views of Frances Powell, a Tulsa school official:

"I have a theory that overall the time required for shared decisions is no longer than that required by the more traditional method. True, in traditional forms of decision making the decision can be made fairly quickly after the problem has been identified. But much time must then be spent implementing the decision and winning employees' support and cooperation." Here is a diagram to illustrate the point:

X————————	X————————	X
problem (information and alternatives gathered)	decision (communication moving toward implementation)	solution in place

"In shared decision making, the time period between problem identification and a decision is much longer, but little time is required for implementation since those involved are already informed and convinced of the appropriateness of the decision." Again, a diagram illustrates the point:

X————————————————	X————	X
problem (information and alternatives gathered)	decision (implementation)	solution in place

Print and Other Media

In the non-"live" means of communication between teachers and administration are these items:

The board policy manual: To assure that this medium is useful, it must be kept updated, with new policy statements inserted and old ones taken out. It must be available throughout the school district: in the professional library, in principals' offices, with union representatives. It must be "sold" to staff members as a source of official information.

Newletter — internal: This type of newsletter serves a specific audience — the professional and nonprofessional staff of the district.

Newsletter — external: This type serves parents and other constituencies of the community.

Whether external or internal, an effective newsletter has these requirements:

- It is supported by board policy and budgeting. This gives the publication a sound base and probably ensures a future for it.
- The administration appoints a responsible editor, recognizing that a newsletter calls for time, effort, and talent.
- The newsletter is published in accordance with a definite schedule. Readers should get used to receiving the publication at specified times and should not be disappointed. A more frequent newsletter (once a month) of a few pages is better than a less frequent newsletter of more pages.
- Whether internal or external, the chief editorial ingredients of a newsletter should be people: stories about students, teachers, parents, support staff, administrators — probably in that order.
- Short, simple, clear sentences should characterize the editorial copy. Educationese, gobbledygook, and long sentences have no place in a newsletter.
- The newsletter should not become the personal organ of the superintendent, principal, or editor. It belongs to the readers.
- From time to time, make simple readership surveys to find out what readers like, dislike, want, and don't want to read in the publication.

Chapter XI

Evaluation

To start with the bald truth about *some* teacher evaluation plans: Poor plans and approaches for evaluating teachers raise anxiety among staff, create tension between teachers and administrators, and are the cause of strife between boards and teacher unions. They give rise to law suits and violation of due process to which teachers are entitled. And even sound, carefully worked out plans may be abused, subverted, and used as bludgeons against teachers.

"Teacher evaluation plans — ugh, no morale builders are they," said one superintendent in response to a survey for this report, "unless we improve the models . . . ."

And yet, one in every five of the returned questionnaires indicated that teacher evaluation plans are indispensable for teacher morale, motivation, and effectiveness.

Here is how some superintendents put it:

"No question — an effective evaluation system, understood and fairly implemented, is essential to teacher morale." — Rich Miller, Elkhart, Ind.

"To answer your question — What is the most effective practice for maintaining a high level of teacher morale? — the answer is a good evaluation system." — Raymond E. Spear, Coventry, R.I.

"We've found that written observations and evaluation of teacher practices contribute greatly to morale." — Robert A. Winter, Montville Township, N.J.

"I place a good evaluation system first on the list of practices that promote morale and motivation of teachers." — Gene Kimmel, Calumet City, Ill.

Other statements on the questionnaires repeatedly made the point that when morale had been low, installation of an effective evaluation plan helped turn things around. And, conversely, as Frank A. Agnello, Lamphere Schools, Madison Heights, Mich., indicated: "The chief obstacle to improving teacher motivation and effectiveness is an improper evaluation scheme."

Why do administrators place so much faith in evaluation? An insightful answer is suggested by Supt. Everard Nicholson, Westford, Mass.:

> *The greatest threat to a teacher's morale is to be taken for granted, to be ignored, to be considered as a person plugging a hole.*
>
> *That is why bland and blase evaluations — the kind that describe a productive teacher no differently than an unproductive one — are a threat to morale. Such evaluations remove the incentive to be productive.*
>
> *Evaluation must be a growth instrument. Happiness is knowing and agreeing to what is expected of you, and knowing you delivered it.*

To put it another way — more formally: The quest for certainty is a universal quest. Certainty promotes confidence; confidence promotes self-assurance and morale. All staff members, therefore, have a right to know how they stand in the eyes of the person to whom they are responsible. As a further point, every staff member should have the opportunity to react to any assessment a superior makes.

A Good Program

What makes a good teacher evaluation program?

- **A good system is firmly positioned in state law** dealing with teacher evaluation (if your state has one); in school board policy (which your district *must* develop); and in clauses in the negotiated contracts with teachers (where possible and necessary).

In other words, the evaluation program must have the weight of authority behind it. It should not be the expression of vocal groups or self-appointed leaders.

Especially vital is the process of board policy development affecting evaluation. The process will involve teachers and administrators; it may also include parents and students. It may call for the contribution of consultants; it may be subjected to public hearings and discussion by the public at school board meetings.

- **A good program is developed with the participation of teachers.** The administration provides ample opportunities to teachers to offer their ideas and to criticize the ideas of experts and administrators. During the process of development, administrators make interim reports on issues under discussion. Both the internal press (school bulletins and district tabloids) and the media carry stories on the proceedings. Faculty meetings and building council meetings take up controversial points and points of agreement as the discussions proceed. The final product is no surprise to anyone.

- **A good program is implemented with the participation of teachers.** The administration asks for the cooperation of teachers in spreading the word about the existence of an evaluation program and its details. The administration consults with teacher representatives about improved ways of implementation. A standby teacher committee on evaluation is a useful partner for overseeing the operation of the program.

- **It is based on research, but also on common sense and the needs and condition of the district.** The research most useful in developing evaluation programs is that which concerns how children learn and why they behave as they do; how teachers best organize instruction to take into account differences among learners; and how they utilize instructional materials for greatest effectiveness.

But a good evaluation program avoids interminable and tedious points for evaluation and complex, experimental tools.

- **It is stable, but subject to change with deliberateness.** Time is required for both teachers and evaluators to learn to live comfortably with evaluation plans. Teachers should be able to rely on the plan's structure and methods. Changes and revisions should be made only after careful study. Much of the same deliberate process should go into revisions as had gone into the original development of an evaluation program.

Keep Them Out of the Classroom

School board members have a role in evaluating teachers, says Peter A. Huyler, a board member in Walton, N.Y., but there is one thing they should never do:

"At no time and in no way should an individual board member or even a committee of the board enter a classroom to evaluate a teacher. It is not within the board's realm of expertise or responsibility to perform this function — even at the request of the teacher in question — in fact especially not at the request of the teacher in question, as it could be an attempt to discredit the evaluation of the professional evaluator. Total separation of administration and policy making must be strictly observed in this situation to avoid undermining the authority of the administrator. The quote, 'I had some board members in, and they said I do a great job of teaching,' should never be a teacher's response to an administrator's evaluation."

- **It is formal and informal.** The process of evaluation calls for written procedures and specific instruments to be applied within a timetable. One test is whether the evaluation plan and its materials can be submitted to a court of law, should that occasion arise. The court will want to see and have proof that evaluation indeed exists — and not just in the minds of administrators.

- **A good evaluation plan is not played by ear.** Nor does it fly by the seat of the principal's pants. There should be ample room for informal procedures, but these, in themselves, should not be regarded as a viable evaluation program.

- **An effective evaluation program is devoid of negative attitudes and aims.** It is not a license for a witch hunt of teachers. Nor is it a means for sorting out, labeling, and pigeon-holing teachers. Its purpose is not to accumulate damaging information about members of the staff.

The major purpose is to set into motion plans which will help each teacher become a better one.

Humaneness, compassion, and positiveness are hallmarks of a good evaluation system. It respects the uniqueness of each individual staff member. It provides steps to help teachers climb upwards in professional competence. It helps teachers plan and set goals and carry them out with efficiency. It provides a ready channel of communication between teacher and principal. Where there are disagreements, the procedures provide for review, appeal, and redress. It brings about interaction between faculty and administration.

- **It uses more than one approach and more than one technique.** The sponsors of a good evaluation program give consideration to the contribution that parents and students can make to evaluation. Self-evaluation of teachers by teachers themselves can be an important phase.

For help in developing tools and methods, procedures and processes, see Evaluating Educational Personnel, *published by the American Association of School Administrators (1982; $11.95).*

The entire focus of the report is in line with

Bringing Up the Marginal Teacher

The marginal teacher is a prime concern of many school districts. In the Branson (Mo.) District R-4, officials have a plan for bringing up the effectiveness of these and other teachers who have not yet established a satisfactory teaching record. Supt. Lee Orth asks principals to follow this procedure:

Each principal will try to do a formal, in-depth evaluation on 6 to 10 teachers a year (the actual number will be determined by the time allowances).

Each principal will, during the course of each year, visit each teacher's classroom. Based on this, as well as other observances, along with past evaluations, the principal will choose the 6 to 10 teachers to be evaluated in depth for a given year.

The priority for choosing the staff members initially will be:

1. Marginal probationary teachers.
2. Teachers new to the system.
3. Marginal teachers in tenure year.
4. Marginal tenured teachers.
5. Other probationary and tenured teachers on a rotating basis.

By following this order, it should be possible to assure that each probationary teacher will receive at least one formal evaluation before the tenure contract year. Once the backlog of marginal and new teachers are formally evaluated, the rotation of formal evaluations should allow the principal to improve the instruction of all teachers.

Every step of the process listed below must be documented in writing, dated, and signed by both parties.

- The principal will confer with the teacher, and cooperatively they will set goals for the teacher to achieve.
- Based on the goals selected, the principal and teacher will establish action plans, specific activities designed to help achieve those goals.
- After an appropriate period of time has elapsed, some or all of the goals will be reviewed by the principal and teacher to determine progress. The principal will present his written evaluation of progress at this time. At this point, it may be that new goals will need to be set, or, if the old goals are not achieved, new action plans drawn up. After another appropriate period of time, the process may need to be repeated until the evaluation period is complete.
- The record, then, should show: developed goals; action plans; progress evaluations and, very possibly, more goals, or modified goals; more action plans (to suit either old goals not fully realized, or new goals); new progress evaluations.

Orth tells his principals that in regard to the teachers not being formally evaluated, they may wish to file comments, suggestions, or descriptive narratives on selected teachers. However, he emphasizes that these, if utilized, should be concrete, specific items, but should never serve as a broad, general, superficial evaluation. "The district does not expect any superficial evaluations," Orth says. "The principal is not precluded from filing meaningful observations, but they are not required of teachers not being formally evaluated."

the latest and best thinking on evaluation. It stresses that rather than consisting of punitive measures to weed out incompetency, personnel evaluation should embrace techniques to improve teaching.

"If skillfully planned and implemented, a sound personnel evaluation system can become a joint effort to improve the quality of education, and it involves those being evaluated. And although evaluation is highly political and still has a long way to go, enough is known about effective teaching practices and effective schools to design evaluation systems that are professionally sound and acceptable to all parties involved," the report says.

- **It unequivocally helps identify the poor teachers.** In that sense, a good evaluation program is courageous and courageously applied. A basic test of the quality of evaluation is whether its techniques can spot the ineffective teachers and prescribe plans for their remediation or removal — for the ultimate benefit of the teachers, the students, and the school.

- **Principals and other evaluators are not left to administer the evaluation program as each one sees fit.** Evaluators are trained and provided with guidelines for implementation, so that there is uniformity, fairness, and evenhandedness.

To become effective evaluators, principals need information on new teaching methods, changing approaches to instruction, and the validity of different styles of classroom practices. Principals' fund of knowledge of education must be continually replenished. But, above all, they need new information on how to assess the achievement of people, how to avoid snap judgments, and how to keep clear of pitfalls in evaluation. And the evaluators themselves must be evaluated by procedures established by top administration.

Noteworthy Approaches

1. Montgomery County, Md. The school board of this district has developed a policy that might well serve as a model. In sum, the board expects that the evaluation process will respect the worth and dignity of the individual; will involve individuals in setting both personal and organizational objectives; foster imagination, ingenuity, and creativity; recognize work well done; and contain the elements of both self-appraisal and appraisal by others, according to agreed-upon objectives.

2. Salem, Ore. The evaluation plan of this district calls for "large amounts" of classroom observation: first-year probationary teachers are formally observed a minimum of four times; permanent teachers are observed three times during a year. A 20-minute slide/tape presentation transmits a single, standard message to all teachers as opposed to the possibility that principals might give different versions of the evaluation plan.

3. North Olmsted, Ohio. Teachers are evaluated on a variety of roles: classroom instructor, counselor, classroom manager, curriculum implementor, responsible professional. The evaluation program is reviewed every three years.

4. Elkhorn, Wis. Fred Lunenburg developed a manual for principals to help them evaluate and improve teacher behavior. One tip he gives to principals: To evaluate teaching skills fairly, spend a full class period in observation.

5. Andover, Mass. Evaluation is tied closely to actions to be taken by a teacher for improvement. Suggestions for improvement are in writing and geared to a timetable.

6. Manchester Local Schools, Akron, Ohio. Teachers are expected to meet standards in instructional management, personal attitudes, professional attitudes, and professional competence. Teacher and evaluator work closely together.

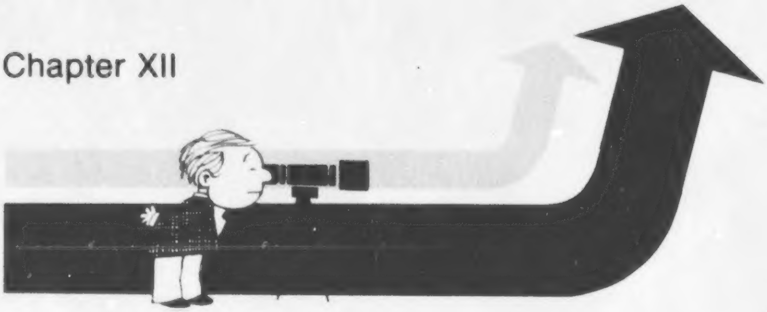
7. Milpitas, Calif. Students and teachers developed a series of forms that students can use to evaluate their teachers. Teacher evaluation by students has been a growing phenomenon during the past several years.

8. Bedford, Ohio. Beginning teachers need a different type of evaluation than teachers at later stages of experience. This differential in evaluation procedures is built into the Bedford plan.

9. New Hampton, Iowa. Here the evaluation process itself is evaluated every other year, with the help of administrators, teachers, board members, parents, and students.

10. Branson, Mo. The evaluation process here does not involve formal rating sheets or other instruments. One instrument, for reference use only, depicts desired and undesired teacher behavior and characteristics. Using this as a guide, the principal "isolates the areas of improvement needed," and the focus during the subsequent months is on those targets.

Chapter XII



Insights From Practitioners

Administrators from around the country offered insights as to how to improve the morale and motivation of teachers, as part of their responses to a questionnaire for this report. Following is a sampling of their views:

Morale goes up and down with the seasons, temperature, and current situations. However, I can say that the constant negative emphasis on teachers and teaching from the public and the media affects our staff. — Supt. Richard Hennegan, DeKalb, Ill.

Two of the most effective practices for improving teacher morale are (1) keeping grievance resolution at the immediate supervisor level and (2) improving budget techniques so that they will respond to classroom needs. — Supt. W.F. Grady, Passaic Valley Regional High School District, Little Falls, N.J.

The most effective practices for maintaining a high level of teacher morale? We sum it up in the Three Cs — communication, cooperation, and commitment. — Supt. James Feldbauer, Belmont, N.Y.

Extensive inservice training and retraining — that's the key to teacher effectiveness. Our district has replaced universities in teaching about teaching methods and learning theory. We do grant credit (through a university) for such inservice. — M. Robert Adkison, Ceres (Calif.) Unified School District.

If one uses Maslow's "Hierarchy," it would seem that the practices for increasing morale levels are unavailable to schools because of contractual arrangements (between the board of education and teachers). If we were higher on the hierarchical scale, ownership, participative administration, and shared governance would be effective modes for increasing morale factors. — Supt. Francis N. Fitzgerald, Middleton, Mass.

Honesty — that's the key word in maintaining high teacher morale. The reason for our district's excellent morale level is an honest administration that uses honesty in all aspects of communication and management. — Supt. Ken Walker, Prescott (Ariz.) Unified School District.

The most effective practice for maintaining teacher morale centers on individual contacts by administrators on a non-scheduled basis, which includes the open door practice of administrators. Our teachers have access to principals and supervisors whenever they need or desire it. — Supt. Floyd D. Larkin, Deer Lodge, Mont.

The formula for maintaining morale and motivation includes these ingredients: demand results; treat teachers fairly; give teachers respect. — Supt. Robert Richards, Plentywood, Mont.

Teachers must know that their work is appreciated. Principals are the key here, and they need training in how to show that appreciation. — Supt. Dennis F. Peterson, Ferndale, Wash.

In working for high teacher morale, I place great emphasis on recognition of a job well done. But if you get down to essentials, you have to start with sound employment practices that bring to the district teachers who will tend to be effective, recognizing that positive personal characteristics correlate highly with teaching effectiveness. — Supt. Kenneth C. Schmauder, Vancouver, Wash.

Although they may help, "evangelists" aren't the answer to problems of teacher morale. We do bring in outside presenters during some of our staff development sessions, but I'm skeptical of "the big name," "the canned programs" which give *you step-by-step recipes for dealing with human beings.* — Supt. Bert Corr, Poteau, Okla.

What resources to use in improving teacher morale? Well, for one thing, forget all those fancy courses, with catchy names, given by so-called psychologists — they have little lasting quality. A district's greatest resource is an effective, motivated, and contemporary superintendent, supported by a board that lets him do the job. — Supt. Everard Nicholson, Westford, Mass.

We make a practice of sending our teachers to workshops at district expense. They come back and share their knowledge with the rest of the staff. — Supt. Lew McGill, Riley, Kan.

Superintendents shift large burdens on the principals. We forget that the principals need help. Poor inservice for principals is one of the chief obstacles to efforts for improving teacher effectiveness. We must, somehow, get the building principals in tune with the needs of teachers and of the district. — Supt. Francis H. Dummer, Chenowith School District, The Dalles, Ore.

Interschool and interdistrict visitation — these, we've found, are among the most effective practices for maintaining teacher motivation and effectiveness. Next, I would place inservice workshops on school time or providing extra pay for Saturday morning workshops, as we do. Finally, there is that most valuable and effective practice of encouraging individual sharing of ideas and practices between teachers. — Supt. Donald V. Grote, Manhasset, N.Y.

To help our teachers toward greater effectiveness, we, in our district, begin with the superior people on our staff. We train them to become trainers and to be available on each site. We continue training several more such superior individuals each year. And we provide reinforcement for those already trained. — Supt. David Gray, Sierra Sands Unified School District, Ridgecrest, Calif.

If you wish to improve teacher morale, then you must encourage your building principals to become more involved with staff and student activities. Teachers need the leadership of the principal to grow and feel secure in their profession. That's why I also think that the chief obstacle to efforts to improve teacher morale and effectiveness are burned-out principals. — Supt. Martin J. Loughlin, Clifton Forge, Va.

A strong motivator/morale builder is providing teachers opportunities to visit outstanding programs in their areas of responsibility. But you must also be aware that the teachers who need that kind of help most are the least likely to participate. — Supt. Charles Baker, Bear Lake, Mich.

The better the leadership of the superintendent, the easier does the task of improving teacher morale become for all. There just aren't any miracles, or fancy tools, or magic organizations to get this job done. — Supt. Richard L. Roth, Oconto Falls, Wis.

Other AASA Critical Issues Reports

Planning for Tomorrow's Schools: Problems and Solutions. Schools face unprecedented problems in the next two decades — problems they must anticipate and do something about today. This report advises on demographic trends and the prospects for financial support, as well as districts' need to review curriculum offerings and tomorrow's job market. Some school district planners are looking to the future by developing plans to attract and hold qualified teachers; others are finding ways to make students knowledgeable about computers. These planners offer practical advice that would be helpful to large and small districts. (80pp; 1983; single copy, $11.95; Stock No. 021-00832)

Teaching Writing: Problems and Solutions. Student writing is a major problem in the nation's schools. This report tells what districts and schools can do to improve the teaching of writing. It describes some of the country's most successful writing programs, how students can be taught to use the process used by professional writers, 13 ingredients for successful programs, tips on inservice training for teachers, the principal's role, how to assess and grade student writing. Includes interviews with several experts on teaching writing. (96pp; 1982; single copy, $11.95; Stock No. 021-00901)

School Budgeting: Problems and Solutions. School districts should receive their fair share of the tax dollar if they develop reasonable, understandable, and defensible budgets. How to do this is explained in detail. The report describes how to make the budget an integral part of the school program; budgeting methods; involving staff, community, and students; planning ahead; and primers on finance campaigns, public relations, negotiations, and lobbying. (72pp; 1982; single copy, $10.95; Stock No. 021-00900)

Declining Enrollment — Closing Schools: Problems and Solutions. This report details recent lessons learned about declining enrollment, among them: school administrators must be "managers of change"; the importance of planning, the effective use of staff and citizen committees; and the need to tune up board policies in 25 areas. Also includes advice on public relations, projecting enrollment, empty school space, and staff reduction. Selected as "must reading" by the National School Boards Association in its 1981 review of education books. (88pp; 1981; single copy, $10.95; Stock No. 021-00336)

Collective Bargaining: Problems and Solutions. This report can help administrators and boards improve their understanding of negotiations. Includes advice on: what to include and to omit from negotiated contracts, contract language, table strategies, impasse, contract administration, grievances, communications, salaries, reduction in force clauses. Selected as "must reading" by the National School Boards Association in its 1981 review of education books. (95pp; 1981; single copy, $10.95; Stock No. 021-00330)

Student Discipline: Problems and Solutions. Many measures can be used to prevent unacceptable student behavior. This report defines: how school boards set policy on discipline; using the student handbook to manage student conduct; ways to involve parents; and advice on curriculum improvement, vandalism, smoking, corporal punishment, suspension. Selected as "must reading" by the National School Boards Association in its 1980 review of education books. (80pp; 1980; single copy, $9.95; Stock No. 021-00334)

How Schools Can Save $$: Problems and Solutions. Balancing the school budget is one of the toughest jobs confronting schools. This report includes suggestions from experts and case studies on cutting the costs of staffing, fringe benefits, energy, and insurance. (80pp; 1980; single copy, $8.95; Stock No. 021-00333)

Teacher Competency: Problems and Solutions. The testing of teachers is already under way in several states and school districts. This report tells what researchers know about "good" teachers, what administrators can do to improve teachers, how to reward teachers for good teaching. Selected as "must reading" by the National School Boards Association in its 1980 review of education books. (80pp; 1980; single copy, $8.95, Stock No. 021-00332)

Keeping Students in School: Problems and Solutions. This report provides an in-depth look at truancy, as well as other aspects of student attendance. It examines why students stay away from school, why they drop out, and how to cope with attendance problems. (79pp; 1979; single copy, $8.95; Stock No. 021-00331)

Staff Dismissal: Problems and Solutions. Who says teachers and other school employees can't be fired? They can. School districts can dismiss staff members in cases of incompetence or when declining enrollment or budget problems demand cuts. Selected as "must reading" by the National School Boards Association in its 1978 review of education books. (80pp; 1978; single copy, $8.95; Stock No. 021-00512)

The Competency Movement: Problems and Solutions. This report explains the pros and cons of the minimum competency movement. It also includes: considerations in adopting a student competency policy, what kinds of tests can be used, how districts and states are implementing competency requirements. (92pp; 1978; single copy, $8.95; Stock No. 021-00510)

School Energy Crisis: Problems and Solutions. Schools don't have to sit immobilized while they're clobbered by higher energy costs. This report describes solutions, including: energy audits, how to hire energy consultants, transportation tips. Selected as "must reading" by the National School Boards Association in its 1977 review of education books. (88pp; 1977; single copy $8.95; Stock No. 021-00380)

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